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The URS Corporation (URS), conducting business through wholly owned subsidiaries of URS Greiner Woodward Clyde (URSGWC), Dames & Moore (D&M) and BRW, Inc. (BRW), has prepared this environmental assessment (EA) on behalf of the Sokaogon Chippewa Community (Mole Lake Band of Lake Superior Chippewa), the Lac Courte Oreilles Band of Lake Superior Chippewa Indians of Wisconsin, and the Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin (collectively referred to as the “Tribes”) in connection with the Tribes’ application filed with the U.S. Department of Interior (“Interior”) to take into trust the St. Croix Meadows Greyhound Racetrack in Hudson, Wisconsin, for use as a Class III gaming casino. The Tribes’ application is to transfer approximately 55.82 acres of land into tribal trust.

Under 25 U.S.C. Sec 2719(b), gaming can be allowed on lands acquired into trust after October 17, 1988 if the Secretary of the Interior determines that (1) a gaming establishment would be in the best interest of the tribe(s) and its members; and (2) this gaming establishment would not be detrimental to the surrounding community. Section 102 (2) of the National Environmental Policy Act (NEPA) establishes procedures that are binding on all Federal agencies to assess whether Federal action will significantly affect the quality of the human environment. The transfer of land into trust for a tribe and the Secretarial determination under Sec 20 of the Indian Gaming Regulatory Act (IGRA) are federal actions. This EA was prepared in accordance with NEPA and the requirements of the Bureau of Indian Affairs (BIA). Additionally, the National Indian Gaming Commissions (NIGC) review of the Management Agreement is a federal action and this EA is also intended to comply with the NIGC’s NEPA obligations.

A draft EA Report, “Environmental Assessment St. Croix Meadows Racing Park Proposed Casino, Hudson WI”, was issued on July 21, 2000. Public comments were received from August 1 to August 30, 2000. A log of public comments and issues raised is included as Attachment 1 and responses to the issues are included in Attachment 2. This EA has been revised to include new information.

## 1.1 PURPOSE OF AND NEED FOR ACTION

The Tribes are among the poorest of the eleven federally recognized tribes in Wisconsin. While each Tribe operates a casino on reservation land, their remote and rural locations limit their potential customer base and minimize current revenues. The successful completion of the proposed project will generate needed revenues for the Tribes to provide for the well being of their members. The new revenues will be used to provide such basic services as housing, sewer, water and electricity, medical and dental care, education, job training and related services.

## 1.2 PROJECT LOCATION AND SETTING

The St. Croix Meadows Greyhound Racetrack (hereinafter “St. Croix Meadows”) is located at 2200 Carmichael Road in Hudson, Wisconsin, approximately one mile south of the Interstate 94 and Carmichael Road interchange. St. Croix Meadows is situated in the fractional Northeast quarter of Section 6, Range 19 West, Township 28 North in St. Croix County. St. Croix Meadows was originally built on a greenfield site that was exclusively agricultural and woodland prior to development. As such, all roadways and utilities are relatively new and municipal sewer and water serve the facility. The Carmichael Road interchange at Interstate Highway 94 (I-94)

and County Trunk Highway (C.T.H.) F, a short distance south of the exit provides the primary access. The owner of St. Croix Meadows paid part of the cost of improving the interchange and Carmichael Road from the interchange to the site to accommodate increased traffic. Secondary access is provided by the Hanley Road interchange at State Highway (SH) 35.

Gates at the main entry control access to the facility. A site location map of the project area is provided in Figure 1-1 and photographs are included in Attachment 3.

St. Croix Meadows consists of a 160,000 square foot grandstand building, a racetrack, 20 dog kennels, and support parking areas. Each area is described in more detail in the subsequent sections.

### 1.2.1 The Grandstand

The main building on the property is the two-story with mezzanine level grandstand, designed by Flad & Associates of Madison, Wisconsin. The exterior of the grandstand building was designed to complement its natural setting. The curves and horizontal lines are taken from the hills and fields of the area. The color pallet is of natural tones to reflect the changing seasons of the St. Croix area. The glazed areas facing the track are constructed of structural glass with mullions to provide uninterrupted viewing of the track.

The grandstand has two full floors and an intermediate mezzanine with a small, rooftop booth area. The enclosed area of the grandstand is approximately 160,000 square feet. The ground floor area is 64,000 square feet, the mezzanine area is 32,000 square feet, the upper "grandstand" floor is 62,000 square feet, and a booth area of 2,600 square feet is at the roof level.

The ground level of the grandstand can accommodate approximately 1,100 in stadium seats and 450 in the table seats. Additional seating for approximately 350 is located in other areas. Approximately 110 Mutuel windows are provided on this level as well as a TV lounge, food court, bar/lounge area, and a number of concession kiosks. The State Gaming Board offices are also on this level. The apron between the grandstand and track allows access to bench seating and standing room for exterior viewing and picnicking. A series of exterior terraces is provided for table seating and viewing the greyhounds in the adjacent paddock structure. A similar area is provided for on the north side of the grandstand. All of these areas are extensively landscaped as buffer areas.

The Mezzanine Level provides space for the Administrative Offices, Clubhouse Kitchen and major mechanical equipment rooms.

A separate entry, leading to an escalator, gives Clubhouse patrons private access to the upper Clubhouse Level. Table seating for approximately 1,800 is available on this floor. Other seating areas increase the capacity of this level to approximately 2,200. Approximately 75 Mutuel windows on this level provide for visual access to the track. Special facilities on this level include two TV lounges, elevated Bar/Lounge Area, and a Party Room.

The roof level contains facilities for photo and TV equipment, judges, announcer, charting, and dog lure operator.

### 1.2.2 Parking Areas

Approximately 2,960 standard spaces, 980 overflow spaces and 55 handicapped spaces are available in the parking area. In addition, 196 employee, owner, trainer, and ample bus parking spaces are located in adjacent areas. The parking lot lighting includes high-pressure sodium fixtures to provide an average illumination of two-foot candles. All fixtures have sharp cutoff characteristics with those at the perimeter located to minimize light spill into the buffer areas.

### 1.2.3 The Racetrack

The track was sited with the track facing east, away from the afternoon and evening sun. A landscaped pedestrian mall leads to the grandstand, while other site developments include the track, paddock and kennel area. Large buffer areas between the buildings, parking lots, and the adjacent residential areas make use of extensive planting to provide visual screening of track operations. A wooded slope east of the track forms a natural background and buffer.

The racetrack itself is illuminated by fixtures with Metal Halide lamps to a suitable level for television operations: 100 to 150 foot-candles in front of the grandstand and starting gate and decreasing to about 50 foot-candles on the backstretch. The fixtures are specified and aimed such that these illumination levels are limited to the racetrack itself, not the track infield. The track is 1/4 mile in length with starting positions for longer or shorter races. It is heated for use during colder months. The track site provides a wooded hill to serve as a backdrop for the racing event. With an infield pond and additional landscaping, the track has its own natural setting.

### 1.2.4 Additional Areas

The paddock building provides facilities for holding greyhounds scheduled to race and is set up for administrative and monitoring purposes. The upper level of the paddock building includes an "Adopt A Greyhound" area and a viewing lounge for owners and trainers. Metal Halide fixtures to a level of 10 foot-candles, focusing inward, light the kennel area.

### 1.2.5 Surrounding Land

Surrounding land use is varied. A wooded bluff and an active quarry lie to the east. The estimated life of the quarry is 30 years. A residential development lies to the north. The residential development initiated construction within the last four years (after the Casino was proposed) and is currently being expanded into previous agricultural areas. An area of farmland lies directly west, and YMCA Camp St. Croix (Camp St. Croix) lies to the west and southwest. Camp St. Croix occupies 400 acres, including 37 acres purchased in 1997 and 1998 directly west of St. Croix Meadows. The new 37-acre property is intended to be used for day camp activities. The remainder of the camp is used for various programs, including educational and overnight camping (primarily in the summer) activities (personal communication with John Duntley, August 2000). The property immediately to the south of St. Croix Meadows is wooded and is occupied by several homes. The property further to the south (south of County Trunk Highway (C.T.H.) designated as FF) is currently in agricultural use. The City of Hudson School District purchased a 40-acre property on C.T.H. F and C.T.H. FF outside the City limits in the Town of

Troy for a future school. Current concepts include annexation of the land to the City of Hudson and extension of sewer and water to the property for development of an elementary and a middle school potentially to be open in the 2004 or 2005 school year. In addition, a new medical center is planned to be developed near the southeast corner of Carmichael and Stageline Roads. The estimated completion date of the facility is 2005.

In response to concerns by the Town of Troy during development of the racetrack, dog track owners offered to purchase eleven homes that would be visible from the track upon completion. Seven homes were acquired and subsequently resold. Four homeowners elected to stay.

### 1.3 Project Description

The proposed plan is to remodel the interior of the grandstand building to accommodate a casino consisting of 1,500 slot machines and 30 blackjack tables. The proposed trust acquisition of 55.82 acres of land (hereinafter referred to as the “site”) includes the existing class III gaming facility, parking areas for the trainers and employees, the racetrack, and the dog kennels (see Figure 1-2 for trust boundaries). The proposed site is part of 400 acres the City of Hudson annexed from the Town of Troy in 1991 and zoned to accommodate the dog track.

St. Croix Meadows lies within close proximity to a major metropolitan area. It is expected that the patrons will visit the facility and return home without the need to stay overnight, unlike casinos further from their patron base. As such, the facility is neither designed, nor intended to be, a “destination” that would include any new use (e.g., a convention center, major hotels, or other facilities that would attract overnight guests). Attachment 4 includes correspondence (Havenick, September 27, 2000) that provides additional information.

Although, as just noted, it is not the intent of the applicant to develop ancillary facilities, it is possible that others may develop ancillary facilities. Assuming that 100 percent of the undeveloped commercially zoned land in the Carmichael Road corridor were developed by other parties for facilities ancillary to the casino, it is estimated that the available land area would be sufficient for no more than 75 additional hotel rooms and 10,000 square feet of restaurant space. Furthermore, based on current surrounding land use, it appears there is little demand for ancillary facilities.

- ❑ Hotels: There are already seven hotels within one mile of the casino with over 400 rooms that could serve casino customers who desire to stay overnight. The vast majority of customers will come from within a one-hour driving distance, and there will be no convention or conference facilities at the casino.
- ❑ Restaurants: There are already several restaurants in the vicinity, and the casino will have food service, thus reducing the demand for new off-site restaurants.

Infrastructure-related amenities proposed with the addition of the casino include a children’s designated play area, a video arcade, gift shop and a coat check area. Additionally, other areas of the grandstand building will be remodeled and used for casino support areas, such as a money room, offices and employee rooms. Renovations to the food and beverage areas are anticipated to accommodate the proposed casino project (Andersen, 1994, p. 20). Figures 1-3 through 1-5 provide the architectural drawings for the proposed plan.



The parking areas are not included in the trust land, will remain on the local property tax rolls, and will be subject to the City of Hudson's civil and regulatory jurisdiction. No grading, earth moving activities, paving, or new construction is required or contemplated as part of the proposed plan since all modifications are limited to the interior of the grandstand building. The internal remodeling of the grandstand building is expected to take two to three months. Although the original version of Figure 1-3 indicated an area for proposed expansion of the entrance area, there are no plans for expansion at this time. As such, Figure 1-3 has been revised accordingly.

The Applicants, the City of Hudson and St. Croix County entered into a contractual agreement in 1994, referred to as the Agreement for Government Services (AGS), wherein the City and County agree to provide services to the facility, including general government services, public safety, and public works in the same manner and at the same level of service afforded to residents and other commercial entities situated in the City and County. In accordance with the AGS, the casino agrees to pay to the County an approved amount in lieu of property taxes for these services, with an annual adjustment for inflation. The AGS requires the County to distribute these payments pursuant to an agreed formula to the City of Hudson, the City of Hudson School District, and the County. Projected 2001 payments are as follows:

City of Hudson	\$523,798
Hudson School District	\$347,288
St. Croix County	<u>\$460,183</u>
<b>TOTAL</b>	<b>\$1,331,269</b>

This payment is projected to be approximately five (5) times the amount of property taxes that would be assessed against the entire 120-acre parcel, based on the 1999-tax assessment. The City of Hudson has re-affirmed the AGS under the Settlement Agreement (May 30, 2000) and St. Croix Meadows will pay back taxes.

The business pro-forma statement put forth to the BIA as a part of the Fee to Trust Application (Application, March 23, 2000) was used to estimate the number of patrons expected to visit the facility (Andersen, 2000). Patron trips will vary during the week with most trips occurring on Friday and Saturday. The average number of trips per day is approximately 5,100 with the minimum of 1,800 occurring on Monday and maximum of 8,900 occurring on Saturday.

The dog track operations are expected to continue in addition to the new gaming activities. The interior gaming operations will have extended hours; the dog track program will remain at the same level of operation with no plans to extend the hours of nighttime racing.

St. Croix Meadows is an existing facility and as such, it does not need the extensive signage necessary to attract visitors to a new facility (e.g., intrusive illuminated advertising signs or sky-piercing searchlights). Signage changed to identify the new casino operations will be in character in terms of size, height, and illumination, with other comparable commercial signage that already exists in the Carmichael Road corridor. Lighting already exists in the parking areas and no change in lighting in the parking lot is anticipated. It is the intent to limit new lighting to that which is necessary to guide visitors to the facility. The Tribes have agreed that signs and lighting at the casino will be in accordance with the same laws, ordinances and codes as would

apply to any comparable commercial structure, such as a “big box” store, a supermarket or movie theater. Billboards may be utilized on major highways to guide visitors to the I-94/ Carmichael Road and SH 35/Hanley Road exits.

Four hundred acres of property including the dog track were annexed into the City of Hudson in 1991. The Hudson Business Park, east of St. Croix Meadows was annexed into Hudson in 1995. Several properties in the vicinity of St. Croix Meadows were rezoned within the last 5 years to accommodate the developments listed above. The property west (primarily Camp St. Croix) and south of St. Croix Meadows remains in the Town of Troy. Hudson is serviced by municipal utilities, including storm and sanitary sewer, and water. The Town of Troy does not provide storm and sanitary sewer, or water supplies.

The dog track operation currently employs approximately 150 people. A total of 1,100 full-time and part-time employees are expected to work at the casino (net increase of 950 workers). There will be a preferential hiring plan for tribal members and other Native Americans and the employees who currently work at the facility.

## 1.3 PROJECT BACKGROUND

### 1.3.1 Land Use History

St. Croix Meadows opened in June 1991 and has operated year round since its opening.

Corn was the primary crop harvested at the site area before construction of the facility (personal communication, Dick Pelton, Senior Project Manager, J.P. Cullen & Sons Construction). In addition, a small farm was located off C.T.H. F. on the western edge of the project area, and an old barn was torn down prior to construction of the current facility.

### 1.3.2 Hazardous Substance Survey

A Phase 1 Environmental Property Assessment was completed in February 1994 (Braun Intertec, 1994). The Phase 1 Assessment reviewed Federal and State of Wisconsin records for environmental concerns related to National Priorities List (NPL) sites, Resource Conservation and Recovery Act (RCRA) facilities, Emergency Response Notification System (ERNS) activities, Leaking Underground Storage Tanks (LUSTs), and other regulatory databases. The report concluded:

- Our regulatory review of the site has, to date, revealed no records of environmental violations and/or compliance.
- Our research and on-site observations did not produce documented or observable environmental concerns associated with asbestos containing building materials or underground storage tanks.
- Research and on-site observations conducted by Braun Intertec have not produced documented evidence indicating that past or current land-use activities at the site have had an adverse environmental impact on the site.

An updated Phase 1 Environmental Site Assessment (ESA) was conducted for the transfer of land into trust. The Phase 1 concluded that there are no recognized environmental concerns in connection with the subject property.

### 1.3.3 NEPA and Previous EA Activity

Mid-State Associates, Inc. prepared an environmental assessment in January 1988 for the construction of St. Croix Meadows (hereinafter the “1988 EA”). The 1988 EA was prepared in accordance with the requirements of the Wisconsin Environmental Policy Act concerning the initial application to the Wisconsin Racing Board for a Class III gaming license to operate a dog track. The 1988 EA addressed potential impacts based on the following assumptions:

- Peak traffic flow of 1,629 vehicles per hour
- Peak attendance of 9,600 patrons
- Approximately 500 employees
- Water usage of 40-60,000 gallons/day and wastewater discharge of 60,000 gallons/day.

The findings of the 1988 EA indicated that no significant impacts would result from the construction and operation of the racetrack. Refinements of traffic, patronage, employment and water usage have been made since 1988 and are used in this current EA. However, where applicable, components of the 1988 EA are referenced in this document and/or provided as attachments for supporting documentation.

This current EA has been prepared to update the prior assessment, respond to public comments, and to collect in one document the information necessary to assess the potential impacts of the proposed federal action. This EA has been prepared in accordance with the requirements of Section 102 (2) of NEPA and the BIA NEPA Handbook (Sep 24, 1993). The EA is intended to be a stand-alone document that references previous findings where applicable. In accordance with the NEPA Handbook for EAs (30 BIAM Supplement 1, Section 4), the components of the EA include the following sections:

- Evaluation of Alternatives in Section 2;
- Description of the Affected Environment in Section 3;
- Evaluation of Environmental Consequences in Section 4;
- Mitigation Measures in Section 5; and
- List of agencies and personnel contacted in Section 6.

A complete reference list is provided in Section 7.

Section 4.3.D of BIA's NEPA Handbook for EAs requires that all reasonable alternatives must be considered, including "no action" in an honest attempt to find other ways to meet the identified need or achieve the identified purpose while eliminating or reducing harmful environmental impacts.

A description of previous and current business ventures and alternatives considered by the Tribes is provided in Attachment 5. There appears to be no viable on-reservation alternative action by which the three Tribes could realistically generate income comparable to what they will receive from the proposed casino. Despite repeated efforts, none of the Tribes has been able to establish truly profitable on-reservation non-gaming business ventures. For example, the Lac Courte Oreilles Band owns a construction and trucking company, a hydroelectric power enterprise and a forest products company, none of which operates profitably; the Red Cliff Band recently shut down unprofitable construction and commercial fishing ventures; and, the Sokaogon Chippewa Community has attempted unsuccessfully to develop a construction and excavating business, a grocery store, and a pallet factory. The Tribes have concluded that, as a result of their remote locations, the distance to major markets, and the absence of manufacturing infrastructure, they are unlikely to ever be able to meet their unmet financial needs through conventional on-reservation business enterprises.

## 2.1 ALTERNATIVES CONSIDERED BUT REJECTED

This section briefly describes off-reservation alternatives that were considered by the Tribes but were rejected due to the following main reasons:

- Since the Indian gaming industry is well established in Wisconsin, the Minneapolis-St. Paul Metropolitan Area has been identified as the remaining market for a casino venture and this site provides the only viable means for these tribes to enter that market; and
- Substantial investments of time, energy and resources have been expended by the Tribes in their application for tribal acquisition of the site.

### 2.1.1 Different Location

This alternative would involve locating a new development partner to finance the construction of a new casino at another location in the vicinity, assuming one could be found. It is presumed that any new development, once constructed, would have environmental impacts similar to those associated with the proposed plan. This alternative is not reasonable in light of the substantial investments of time, energy and resources by the Tribes in their application for trust acquisition of the site. In addition, any new development is likely to have more harmful impacts on the environment than the proposed plan, as it would likely require construction of associated infrastructure for site access.

### 2.1.2 Three Different Locations

This alternative is similar the above alternative, except that the Tribes would dissolve their partnership and attempt to locate new development partners on their own to finance the construction of three new casinos on land that would be transferred into tribal trust. This

alternative is least preferable since finding three suitable locations would be even more difficult than finding one and each Tribe would have to contribute more resources to implement the plan, thus defeating the purpose. The environmental impacts associated with three new developments will certainly be equal to or greater than those associated with both the proposed plan.

## **2.2 ALTERNATIVE ONE – PROPOSED PLAN**

Alternative One is the proposed plan to place the Site in trust for the Tribes and would involve implementing the plan to add slot machines and blackjack tables to the existing class III pari-mutuel gaming facility. The major benefits of Alternative One are 1) no new construction is needed, 2) no change in zoning will be required, and 3) the location is near a sizable metropolitan area from which casino patrons can be drawn. Alternative One would enable the Tribes to immediately develop an operational casino at an identified location in a major metropolitan market with an identified source of financing and to do so sooner and at lower cost to the Tribes as compared with other alternatives. The revenues from such a casino are expected to promote economic growth for the Tribes, their members, and the local community. This alternative also would limit potential impacts to the environment as compared with greenfield development of such a facility at another location.

## **2.3 ALTERNATIVE TWO – NO ACTION**

This Alternative would involve taking no action at this time. St. Croix Meadows is not likely to remain a Class III gaming facility. Instead, in view of the location of the facility in a developing commercial corridor, the property would almost certainly be developed for other commercial uses, as has been advocated by opponents of the casino. (Better Future for Hudson, 1995) Attachment 5. This alternative would deprive the Tribes of the benefits of the casino project, including increased revenues, and increased employment and training opportunities for tribal members. Although it is difficult to quantify, substantial development of the site would occur under the No Action Alternative and as such, this alternative would have impacts on traffic, infrastructure, and air quality similar to those associated with the proposed casino.

This section describes the area in which the proposed action will be located. The terms ‘site area’ or ‘project area’ refer to the approximately 120 total acres comprising the St. Croix Meadows facility.

### **3.1 LAND RESOURCES**

#### **3.1.1 Topography**

The topography of the site area is relatively flat with a very gentle slope toward the west. The St. Croix River is located approximately 4,000 ft west of the site. The bluff along the river is approximately 140 feet above the river, at an elevation of 840 feet National Geodetic Vertical Datum (NGVD). The average ground elevation of the site area is 840 feet NGVD. Upland of the site area, on the eastern boundary is a bluff with the highest elevation at approximately 980 feet NGVD. The ridge of the bluff runs north/northeast along the eastern boundary of the site area. Figure 3-1 is a topographical map of the site area.

#### **3.1.2 Soils**

The Soil Conservation Survey for St. Croix County was reviewed to evaluate soils in the site area. Pavement and buildings cover most of the site area, and consequently, surface soils were disturbed extensively during the original construction of St. Croix Meadows.

In general, the soils in the northeastern portion of the site area belong to the Burkhardt-Chetek-Sattre association; all other soils on the site area are part of the Sattre-Pillot-Antigo association. Both soil associations are characterized by well-drained soils with medium textures on outwash plains and stream terraces.

The Pillot silt loam with a 0 to 3 percent slope covers the majority of the site area. Runoff is slow and the risk of erosion is small. The northeastern portion of the site area has Burkhardt-Sattre complex soils with 2 to 6 percent slopes. Runoff is slow and the risk of erosion is slight. The Burkhardt-Sattre complex with 6 to 12 percent slopes is present on the western and eastern boundaries of the site area. These soils have a moderate risk of erosion and the runoff rate is slightly higher than the other soils present at the site area. Figure 3-2 is the site area soil map.

#### **3.1.3 Geologic Setting and Paleontological Resources**

The Hudson area, as well as St. Croix County, is part of the geographic province named the Western Upland. The area was formed by action of the Superior lobe of the Wisconsin Glaciation (10,000 years ago). The site area was formed by the pitted outwash deposited by the front of the superior lobe (City of Hudson, 1993).

The geology of the site area is ground moraine, which is characterized by a gently undulating plain with moderate relief. The geologic formations present at the site area date to the Ordovician Period of the Paleozoic Era and include the Prairie du Chien Group and the Trempealeau Formation. The Prairie du Chien Group consists of dolomites with sandy zones.

The Trempealeau Formation consists mainly of sandstone and is commonly high in iron (City of Hudson, 1993).

Glacial outwash, glacial till, and Quaternary soils overlie dolomitic limestone bedrock in the area of the site area. The limestone dips to the south and southwest at approximately 9 feet per mile. Bedrock outcrops in several locations throughout the county, especially along streambanks, buttes, and narrow ridges. Sandstone underlies the dolomitic limestone in St. Croix County (Soil Survey of St. Croix County, Wisconsin, 1978).

The youngest rocks outcropping in Wisconsin (located in the eastern portion of the State) are of the Devonian age and are about 650 million years old. Due to the absence of younger rocks, interpretations of post-Devonian history in Wisconsin are a matter of speculation. If the dinosaurs roamed Wisconsin, as well they might have some 200 million years ago, no trace of their presence remains (Ostrom, 1979).

## **3.2 WATER RESOURCES AND QUALITY**

### **3.2.1 Surface Water**

The site area is located within the St. Croix River drainage basin. The St. Croix River, which discharges to the Mississippi River, drains the western two-thirds of St. Croix County approximately 20 miles south of Hudson. As noted, the St. Croix River is approximately 4,000 feet west of the proposed Trust boundary, and approximately 2000 feet from the closest portion of the parking lot. Except for a human-made pond inside the racing oval and stormwater retention pond constructed off the southwest corner of the parking area, no other surface water bodies are located near the project area.

The St. Croix River has been designated as a National Scenic Riverway. As such, development within Riverway boundaries is subject to rules set forth in the National Wild and Scenic Rivers Act. According to the City of Hudson Comprehensive Plan (1993) and the U.S. Department of the Interior, et al (1999), the entire project area is located outside the St. Croix River corridor (see Figure 3-3).

The State of Wisconsin has also classified the portion of the St. Croix River from the northern boundary of the City of Hudson city limits to the river mouth in Pierce County as an exceptional resource water. These are surface water bodies that provide valuable fisheries, hydrologically or geologically unique features, outstanding recreational opportunities and/or unique environmental settings, and that have not been significantly impacted by human activities. In general, water quality in exceptional resource waters may not be lowered.

The site occurs outside the 100-year floodplain of the St. Croix River. According to the Federal Emergency Management Administration (FEMA) map for the site (4/27/73, revised 3/26/76), the 100-year floodplain elevation for the river near the site is 693 feet mean sea level (msl). The ground surface elevation of the site area is approximately 840 feet msl, which is well above the 100-year flood elevation line.

### **3.2.2 Groundwater**

Groundwater resources are abundant in the Hudson area. Sand-and-gravel and sandstone aquifers are the main sources of potable water used in St. Croix County. Approximately one to ten inches of precipitation per year infiltrates and recharges the groundwater aquifers. The degree of infiltration is related to the type of material at the land surface. Recharge within the site area is limited due to the high proportion of impermeable surfaces.

Groundwater quality near Hudson is generally good, especially in the deeper aquifers. Potable water for the City comes exclusively from groundwater, which is pumped from the Mount Simon sandstone aquifer. Elevated levels of iron and manganese naturally occur in this aquifer.

Radon gas, which is derived from erosion of natural deposits, has been detected in the most recent samples (sample dates range from 1990-94) from all the City wells and ranged from 490-1,494 picoCurries/liter (pCi/l). Although there are no current water quality standards for radon gas, the U.S. Environmental Protection Agency is likely to adopt a standard of 300 pCi/l with an alternate standard of 4,000 pCi/l for states with an approved multi-media mitigation program (Pete Skorseth, WDNR, personnel communication). Water used at St. Croix Meadows is supplied by the City (City of Hudson, 1999), and will continue to be supplied by the City under terms and conditions of the AGS discussed below. It is anticipated that the City will meet applicable Federal Standards for radon when and if promulgated. In addition, trace levels of a few organic compounds were detected in several of the City wells in April 1999 but all were well below maximum contaminant levels. Groundwater is treated at the City's wells by filtration prior to distribution.

The water tables throughout St. Croix County range from 1,100 feet msl in the eastern quarter of the county to 675 feet msl along the St. Croix River (1988 EA). In general, the water table is higher under topographical highs and lower under topographical lows. The water table elevation at the site area is estimated to be approximately 820 feet msl, or 20 feet below the land surface (1988 EA).

### **3.3 AIR RESOURCES**

There is one air quality monitoring station in St. Croix County. This station is located in Somerset, WI (approximately 15 miles northeast of Hudson). The Wisconsin Department of Natural Resources (WDNR) operates the station, which measures ambient air concentrations of tropospheric ozone. All measurements have recorded ozone levels well below the national and state ambient air quality standards for ozone. St. Croix County is not in a designated non-attainment area under the Clean Air Act.

St. Croix Meadows was issued an indirect source air permit, dated July 8, 1991, from the WDNR, which is still valid. The permit was required under Wisconsin law because the parking lot was designed to accommodate in excess of 1,000 vehicles. As part of the permit, air monitoring was required at the facility for two years. An air monitoring station was installed in the parking lot and operated until 1994. The WDNR approved the discontinuation of monitoring at the parking lot since no adverse readings were recorded during the monitoring period. As part of a separate permit to alter the I-94/Carmichael Road interchange, the Wisconsin Department of



Transportation (DOT) was required to monitor air quality at this interchange. Due to low readings and with the approval of WDNR, monitoring at this location was discontinued in 1993. Information and correspondence from the WDNR regarding air quality issues and the air permit are provided in Attachment 6.

Air quality was evaluated in the 1988 EA under worst-case atmospheric conditions and at locations surrounding the project area. Both peak 1-hour and peak 8-hour air quality impacts were evaluated. Based on air modeling results, no exceedances of ambient air quality standards were predicted.

WDNR has defined background ambient air concentrations since the 1988 study. WDNR has values applicable to rural and urban areas. Rural values would apply to the Hudson area. (Personal Communication with John Roth, WDNR August 28, 2000). These new data are more representative than data used in the 1988 study.

Recent evaluation of existing traffic patterns indicates that existing vehicular traffic volumes have increased to levels over that which the 1988 EA predicted for conditions as of 2000 conditions. Revised air quality impact estimates are presented in Section 4.3 and Attachment 6A, based on updated air dispersion modeling for specific intersections at or near the I-94/Carmichael Road interchange.

### **3.4 LIVING RESOURCES**

#### **3.4.1 Wildlife and Vegetation**

Wildlife was not observed at the site during site visits in October 1999 and September 2000. A few areas of animal droppings indicative of small mammals were observed while walking along the site area boundaries. In addition, varieties of songbirds were at the site and surrounding area. A red-tailed hawk was observed along C.T.H. F south of the site area. Limited natural vegetation exists at the site, as most of the site is built upon, paved or landscaped. Landscaping consists of mowed grass and ornamental trees and shrubs.

The vast majority of land along Carmichael Road north of the proposed casino is developed and supports limited wildlife resources.

Camp St. Croix is representative of “natural” areas within the vicinity of St. Croix Meadows. According to URS personnel and Ms. Kris Belling, WDNR wildlife manager for St. Croix County who recently visited Camp St. Croix, there are a variety of habitat types on the camp property including mature deciduous forest interspersed with super canopy white pine, and open areas such as old fields and agriculture fields. These habitats likely support habitat generalist species such as white-tailed deer, raccoon, skunk, gray/fox squirrels, cottontail rabbit, various species of bats and a variety of small rodents. Some species of semi-aquatic furbearers (beaver, muskrat, otter and mink) may also be present considering the proximity of the river. Except for the semi-aquatic furbearers, these mammals commonly inhabit suburban and even urban areas. These habitats also likely support various songbirds and raptors.

The U.S. Fish and Wildlife Service (USFWS) and the Wisconsin DNR- Bureau of Endangered Resources were contacted in October 1999 for federally listed and proposed threatened or

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endangered species in St. Croix County. The USFWS indicated that the following species are listed in St. Croix County:

- Bald Eagle - *Haliaeetus leucocephalus* - bird
- Karner blue butterfly - *Lycaeides melissa samuelis* - butterfly
- Higgin's Eye - *Lampsilis higgins* - mussel

Although habitat for the Bald Eagle and Karner blue butterfly may exist surrounding the site area, no sightings of the Bald Eagle or Karner blue butterfly have been reported at the site area. There is no habitat for the Higgin's Eye mussel at the site area.

The USFWS did not list any federally threatened or endangered species for flora in their letter, dated November 8, 1999. However, they did indicate that potential impacts to wetlands, streams, state-listed threatened or endangered species, and erosion-control needs, should be addressed. This EA discusses these issues raised by the USFWS in Sections 4.2.1, 4.4.1, and 4.4.2. Attachment 7 contains the correspondence from the USFWS.

Public comments indicated that there is a potential for the state-listed bird, the Loggerhead Shrike, to exist in the area. Site visits and discussions with WDNR representatives did not indicate evidence of the species.

The WDNR reviewed the Natural Heritage Inventory and indicated that a rare species survey was not warranted. Attachment 8 contains the correspondence from the Wisconsin DNR.

In addition, the Great Lakes Indian Fish and Wildlife Commission (GLIFWC) was contacted for any information they may have on the project area. According to the GLIFWC, no information was available for the project area. Correspondence is provided in Attachment 9.

### 3.4.2 Ecosystems and Biological Communities

The majority of the site has buildings upon it, or is paved or kept as maintained lawn. A small human-made depressional area with a predominance of hydrophytic vegetation exists inside the racetrack. This was formerly a landscaped pond and fountain. As observed during the site visit, various hydrophytic vegetation such as cattails (*Typha* spp.) and reed canary grass (*Phalaris arundinacea*) have since colonized portions of this area, which occurs in a formerly upland area (based on review of the St. Croix County soil survey).

A stormwater retention pond was constructed adjacent to the southwest corner of the western parking lot. This created pond was observed to have a predominance of hydrophytic vegetation similar to the depressional area within the racetrack. This pond was created in upland soils for the sole purpose of stormwater retention. Based on a review of the Wisconsin Wetland Inventory, no wetlands exist immediately adjacent to the site; however, several small wetlands are mapped within 0.5 mile of the site.

Camp St. Croix has indicated that a bald eagle nest occurs on their property. URS has since contacted Ms. Kris Belling of the WDNR regarding the reported bald eagle nest on Camp St. Croix property. The WDNR did not have this nest in their database of known eagle nest sites. Ms. Belling visited the site in August 2000 to locate the nest. The nest was found in a wooded

area along the St. Croix River approximately 1 mile from the southwest corner of the St. Croix Meadows Racetrack parking lot and approximately 2,500 feet from C.T.H. F. The ground surface elevation at the nest location is approximately 700 feet msl, and the elevation of C.T.H. F is approximately 840 msl and the casino 830-840 feet msl.

### **3.4.3 Agriculture**

Prior to development of the project area, the land use was agricultural. Agricultural operations consisted of corn crops on the western portion of the site area and pastureland on the eastern portion of the site area (personal communication, November 16, 1999, Jay McLean). No prime agricultural land exists at the site.

## **3.5 CULTURAL RESOURCES**

The location of the proposed project was reviewed and assessed to identify potential impacts to cultural resources. This review included the identification of potential historic, cultural, and religious properties and the presence of any archaeological resources.

### **3.5.1 Historic, Cultural and Religious Properties**

The 1988 EA included the identification of potential architectural, historical, and religious properties. In a letter received from the State Historical Society of Wisconsin (SHS), dated December 16, 1988, the agency stated, "There are no buildings in the study area that are listed in the National Register of Historic Places." There was, however, no analysis on file regarding buildings currently existing on the property, if any, to determine their historical significance. The December 16, 1988 letter requested that information be recorded for any structures including a recent photograph, the original construction date, the name of the architect or builder, if known, and a brief history of the owners and uses (Daxter 1988).

Aerial photography dated 1939, 1951, 1965, 1980, 1988, and 1992 was evaluated to determine the land use before the construction of the greyhound racing facility. These photos indicate that the land was used for agricultural purposes only. A farmstead on the western portion of the site area first appears on the 1965 aerial photograph. According to Mr. Pelton, Senior Project Manager for the construction company involved in the 1988 construction of the facility, an old barn was torn down prior to construction. The quarry to the east of the site first appears (although much smaller than current operations) on the 1951 photograph. Aerial photographs are provided in Attachment 10. Construction of the current facility was completed in June 1991 (Ron Geier, November 10, 1999) and the facility appears on the 1992 aerial photograph.

In October 1999, a new letter was submitted to the SHS for their input on the proposed Hudson casino project. The SHS confirmed that there are no known historic properties in or near the proposed casino location. Correspondence from the State Historical Society is provided in Attachment 11.

No known native religious concerns exist at the site based on the review by the SHS. Additionally, the BIA, Minneapolis Area Office submitted letters to eighteen federally recognized tribes in the states of Wisconsin and Minnesota as part of the consultation process

required by IGRA. Ten of the eighteen tribes provided comments regarding the proposed action; none of the tribes responding indicated that native religious concerns exist at the site (R. Binders 13, pp. 03080 to 03081).

### **3.5.2 Archeological Resources**

During the preparation of the 1988 EA, letters were submitted to the SHS and Mississippi Valley Archaeology Center, Inc. (MVAC) for the identification of potential archaeological resources. In a letter received from the SHS dated December 16, 1988, the agency stated, "There are no known archeological sites in the project area, but the area has never been surveyed for such resources." The agency recommended that a Phase I archaeological survey be conducted for all areas of the proposed development (Daxter, 1988). In a response letter dated December 20, 1988, the MVAC concurred with the State Historical Society in its request for a ground survey of the area (Gallagher, 1988). The SHS does not have a record of an archaeological survey having been completed.

New letters were submitted in October 1999 to the SHS and MVAC for their input on the proposed casino project. The SHS confirmed that there are no known historic properties in or near the proposed casino location and "no remedial or mitigative effort is appropriate or necessary at this time." According to MVAC, there are no archaeological sites reported within one mile of the project location. Correspondence from SHS and MVAC is provided in Attachments 11 and 12, respectively.

Interviews were conducted with Dave Murphy of MSA Professional Services (1988 EA project manager) and Dick Pelton of J.P. Cullen & Sons (construction contractor) regarding construction activities and archaeological information. Both gentlemen reported that no objects or artifacts were uncovered during the earth moving and construction activities of the dog track. According to Mr. Pelton, hundreds of thousands of tons of soil were moved during construction. In some areas, excavations went as deep as 8 feet and no objects were uncovered.

## **3.6 SOCIOECONOMIC CONDITIONS**

This section describes the current socioeconomic conditions of the Tribes and of the project area. This review includes a review of the current employment, income, tourism, and demographic trends. The attitudes, expectations, and lifestyle of the residents and infrastructure of the community are also addressed.

### **3.6.1 Tribal**

The Red Cliff Band of Lake Superior Chippewa Indians (Red Cliff Chippewa) is located in Bayfield, Wisconsin on the shores of Lake Superior. This tribe has an enrollment of 3,879 members, of which 1,797 live on or near the reservation (Fee to Trust Application for Chippewa Meadows Casino, March 2000). The Red Cliff Chippewa Tribe is the poorest tribe in Wisconsin. This tribe has an unemployment rate of 53%, and 49% of those employed are below poverty guidelines (Table 3-5). This tribe is also last in gaming revenue among Wisconsin's

Indian Tribes. During the period from 1995-98, the average Gaming Revenue per Member (GRM) was only \$16.05 (Fee to Trust Application for Chippewa Meadows Casino, March 2000).

The Lac Courte Oreilles (LCO) reservation is located in rural Sawyer County, Wisconsin. The LCO reservation has a total enrollment of 5,460 members, of which 3,565 live on or adjacent to the reservation. Unlike other reservations, LCO is split into many diverse communities and other smaller neighborhoods. There are 18 communities within the boundaries of the reservation. The unemployment rate for this tribe is 53% (Table 3-5). The average wage per year of LCO tribal members on or near the LCO reservation who are employed is \$11,453, with 50% below poverty guidelines (1999 estimate from Fee to Trust Application for Chippewa Meadows Casino, March 2000). During the period from 1995-98, the average GRM for the LCO was only \$523 (Fee to Trust Application for Chippewa Meadows Casino, March 2000).

The Mole Lake Band of Lake Superior Chippewa Indians (Mole Lake Band) is located in north-central Wisconsin, about 8 miles south of Crandon. The community has an enrollment of 1,140 members, of which 365 live on the reservation (Fee to Trust Application for Chippewa Meadows Casino, March 2000). During 1997, 35% of tribal members living on the reservation were unemployed. Of those employed members, 39% earned wages below the poverty level.

The Tribes have substantial unmet program and human needs. Revenue generated by their on-reservation casinos is insufficient to fund basic service programs because the casinos are located in remote rural areas. Based on the Fee to Trust Application for Chippewa Meadows Casino (March 2000), the following is a brief summary of various unmet program and human needs for the Tribes.

- Housing – The Tribes are experiencing a lack of adequate housing. Currently, the Red Cliff Band and LCO have waiting lists of Tribal members who want to rent or own a home on the reservation. Additionally, money for repair and maintenance of existing homes is lacking.
- Medical Care – Because of dwindling program funding, the Tribes currently only pay for catastrophic and emergency medical services; all other claims by Tribal members are denied. The Tribes' also do not have adequate dental care.
- Higher Education – Only approximately 50% of the eligible members in the Red Cliff Band and LCO tribes were able to acquire funding for post-secondary education. Additionally, the elementary and secondary schooling is so inadequate for the Mole Lake Band that very few members qualify for higher education scholarships. Funding is needed for this tribe to retain a school counselor, tutors and to purchase vital education equipment (e.g., computers).
- Community Infrastructure – The Tribes need to maintain and update basic community infrastructure services. This generally includes building wastewater treatment facilities, maintaining and extending water supply service, maintaining/repairing roads, building tribal community facilities (e.g. tribal courthouse, administration building, day care centers, etc.), and ensuring adequate fire and emergency medical services are provided.
- Alcohol and Drug Abuse – There is a strong correlation between poverty and alcohol and drug abuse. Native Americans generally suffer from higher rates of drug and alcohol abuse than the national average. Currently, funding is not adequate to provide counseling services to assist individuals with these abuse problems.

- Single-Parent Families – There are substantial numbers of single-parent families within the Tribes. Additional funding is needed to provide support for these families.

### 3.6.2 Project Area

The site is located in St. Croix County, Wisconsin, which is approximately 20 miles east of St. Paul, Minnesota. This section includes a comparison of demographic and socioeconomic information from national, state, regional and local sources. The state level information includes both Wisconsin and Minnesota. Regional information sources are derived from the Minneapolis-St. Paul Metropolitan Statistical Area (MSA). This includes a market and population hub encompassed within the Minnesota counties of Anoka, Carver, Chisago, Dakota, Hennepin, Isanti, Ramsey, Scott, Sherburne, Washington, and Wright, and the Wisconsin counties of Pierce and St. Croix (Gehrke, 1999). The analysis focuses on the Minneapolis-St. Paul MSA because this MSA will have the greatest impact on the economic and demographic trends of the project community. The local level statistics include Ramsey and Washington County, Minnesota and St. Croix County, Wisconsin, and includes a focus on St. Croix County. Section 3.6.2.4 – Attitudes, Expectations, and Lifestyle and Section 3.6.2.5 – Community Infrastructure, focus primarily on the proposed location of the project in St. Croix County, and the City of Hudson, Wisconsin.

#### 3.6.2.1 Employment and Income

The national unemployment rate in July 1999 was 4.3 percent, while the unemployment rate for the states of Wisconsin and Minnesota was 3.0 % (Northeast). St. Croix County, Wisconsin had a lower unemployment rate of 2.1% (Wisconsin, Local). The July 1999 unemployment rate of Washington County, Minnesota was 2.0 percent, while Ramsey County, Minnesota was slightly higher at 2.6 percent (Minnesota, Unemployment). The local counties all have lower unemployment rates than state and U.S. averages.

The employment growth of the St. Croix County area has predominately been in the employment sector of construction and mining industries. As shown in Table 3-1, “St. Croix County Employment by Category,” employment growth since 1992 has predominately shown positive increases except in the area of wholesale (Wisconsin, St. Croix p. 4).

Although employment statistics show that St. Croix County is expanding, twice as many workers leave St. Croix County for employment in neighboring communities as commute into St. Croix County for employment. The majority of the workers who commute from St. Croix County are employed in the adjoining county of Washington, Minnesota. Table 3-2 indicates the net commuter deficit experienced by St. Croix County (Wisconsin, St. Croix p. 3).

The per capita personal income for the United States, Wisconsin, Minnesota, and local counties are listed in Table 3-3 (Wisconsin, St. Croix p. 7)(Bureau, Regional). This table shows that the percent increase in per capita income for St. Croix County, Wisconsin was less than that experienced by the surrounding counties within the last year.

Currently, the facility employs 150 full-time and part-time workers with pay scales ranging from \$5.50 to \$20.00 an hour. Representative hourly wage rates for the project area for 1997 are listed in Table 3-4 (Minnesota, National)(Bureau, State)(Bureau, Metropolitan).

### 3.6.2.2 Demographic Trends

Table 3-6 presents a comparison of population changes for the United States, Wisconsin, Minnesota, and the three counties within the immediate project area. The population increases for St. Croix County, Wisconsin and Washington County Minnesota exceeds the average for Wisconsin, Minnesota and the U.S. for the most recent one and five-year periods. The Population increase for Ramsey County, Minnesota was less than Wisconsin, Minnesota, and U.S. for the most recent one and five-year periods (U.S., Historical)(U.S., Minnesota, 1993, 1997, 1998)(U.S., Wisconsin, 1993, 1997, 1998).

Table 3-7 shows the change in population by ethnic origin for 1993 to 1998 for Wisconsin, Minnesota, and the three counties in the immediate project vicinity. Table 3-8 indicates the percent increase in the St. Croix County population by ethnic origin for the period 1993 to 1998 (U.S., Historical)(U.S., Minnesota, 1993, 1997, 1998)(U.S., Wisconsin, 1993, 1997, 1998).

As shown in Table 3-9, the largest portion of the population growth in St. Croix County from 1990 to 1998 was in the 40 to 54 year age bracket (Wisconsin, Health, St. Croix). The highest rate of participation in the job market is also from this age group (Wisconsin, St. Croix p. 2). The large population within the 25 to 39 year age group indicates that the supply of labor within the county should continue steadily into the next decade. According to the Wisconsin Department of Workforce Development, the only age group projected to increase within the next decade is the 55 and older group. Currently, this age group has a low participation rate in the job market. If the total labor force is to increase, it will need to be derived from older workers, women, or more people moving into St. Croix County, Wisconsin (Wisconsin, St. Croix p. 2).

### 3.6.2.3 Housing Market

The average sale price of houses sold in the United States in the first quarter of 1999 was \$186,000, while homes sold in the Midwestern United States was \$177,400 (U.S, Table 9). Of the 100,000 homes sold in the United States during the first quarter of 1999, 13 percent were purchased through a FHA insured loan, while 77 percent were obtained through a conventional loan (Census, Table 10). The average sales price of a home obtained through an FHA insured loan in the United States during the first quarter of 1999 was approximately \$117,600, while the average conventional loan was \$202,700 (Census, Table 11).

The average sales price of new single-family houses sold in the United States during the first quarter of 1999 increased 2.5 percent from the previous period (Census, Table 13). Privately owned housing starts in the United States during the first 9 months of 1999 increased 5 percent (+/-2) in comparison to the same period in 1998. The rate of housing units authorized by building permits during the first 9 months of 1999 increased 4 percent (+/-1) in comparison to the same period in 1998 (Census, Housing).

Table 3-10 identifies the new privately owned housing units in March 1999 (Census, Table 2u and 3u). This tables shows that the new housing starts in the Metropolitan Statistical area make up approximately 33 percent of the total housing starts in both Wisconsin and Minnesota combined.

As of June 2000, there were 107 single-family homes for sale in the Hudson School District. Of those 107 listings, 1 was listed under an asking price of \$100,000, 54 listings were between the price range of \$100,000 to \$200,000, 37 listings were from \$200,000 to \$300,000, and 15 listings were in the listed price range of \$300,000 and up. There were 48 single-family homes for sale in the near by River Falls School District (Nagel, 2000).

#### **3.6.2.4 Attitudes, Expectations, and Lifestyle**

The City of Hudson Chamber of Commerce & Tourism Bureau describes their community as having the unique atmosphere of a small town only 20 minutes away from the Twin Cities of Minneapolis/St. Paul (Hudson, Hudson).

The economic development policy identified in Hudson's 1993 Comprehensive Plan indicates a goal to "promote and encourage quality commercial and industrial development." The City of Hudson recognizes the development potential along the Interstate 94 corridor, and encourages the industrial and recreational/commercial development south of the Interstate (Dahlgren, p. 136).

In 1994, Dr. James M. Murray conducted a survey in Hudson and neighboring communities to assess community attitude toward legalized gambling. The survey included 1,000 responses from residents located within 100 miles surrounding Hudson, Wisconsin. The majority of respondents (64%) were supportive of legalized gambling, while a larger majority favored legalized gaming in Indian communities (70%). A small minority of the respondents was opposed to gambling in any form (14%) (Murray, p. s-1, 7).

Since 1994, gambling has become more prevalent in the community. The State of Wisconsin has enacted legislation reducing the penalty for having five or fewer gaming machines from a felony to a misdemeanor.

It would be difficult to ascertain the full range of current community attitude for the proposed action without conducting systematic polling, which is beyond the scope of this EA. The BIA received many comments regarding the draft EA during the public comment period that both supported and opposed the proposed action, including some who opposed it because it would be Native American-owned. Attachment 1 is a summary log of public comments and issues raised.

#### **3.6.2.5 Community Infrastructure**

The community infrastructure is represented by the framework or features of the community including the basic facilities and equipment needed for the functioning of the area. This includes resources such as personnel, buildings, or equipment required by the community.



Facilities and equipment for the functioning of the proposed casino currently exist at St. Croix Meadows including sewage, water, natural gas and electrical supply, telecommunications, and space for parking.

### Water and Wastewater

The City of Hudson provides the water supply and sanitary sewer utilities for the site location. St. Croix Meadows currently uses approximately 21,000 gallons of water per day, with a similar amount currently being discharged into the sanitary sewer line (Geier, personal communication). The existing source of water for the City of Hudson is groundwater, which is currently supplied by five water wells. Another water well is proposed to be located just east of a quarry, which is adjacent to the project site. This well is scheduled to be operational in Spring 2001 (Dennis Christopherson, City of Hudson Department of Public Works, personal communication).

The capacity of the City of Hudson wastewater treatment facility was expanded from 1.1 million gallons per day (MGD) to 2.2 MGD in March 2000. Currently, the average wastewater flow to the treatment facility is approximately 1.1 MGD, with peak flow reaching approximately 1.5 to 1.7 MGD (Jim Schreiber, City of Hudson Department of Public Works, personal communication).

### Stormwater

Stormwater is generated from rooftops and parking areas at the site area and is collected in the retention pond at the southwest corner of the parking area. The pond was built to standard engineering design to detain runoff from the facility and parking lot.

The pond was built with a pump station that diverts excess water to an existing storm sewer system located west of C.T. H. F. The flow rate of the pump station was designed to be 800-1,000 gallons/minute. The pumps are only activated when water levels reach a depth of approximately 8 feet in the pond. Therefore, except during high-intensity precipitation events, the water in the pond infiltrates or evaporates from the surface. Ron Geier, St. Croix Meadows Manager for the last 6 years, has observed no signs of excessive ponding due to inadequate stormwater detention capacity at the site. Any water diverted to the City's storm water system near the project area is routed to a large collection area located near Crestview Road and Heggen Road, just south of I-94 (approximately one mile north of the site). During high water levels, some of the run-off flows from this collection area by gravity, ultimately reaching the St. Croix River (personal communication Tom Zuly, City of Hudson). Because the City of Hudson has a population of less than 100,000 people, a WPDES permit for stormwater discharge is not required (personal communication, Pete Skorseth, WDNR).

The storm sewer was found to be adequate in 1994 to accommodate development of the casino (Redner, March 17, 1994 letter). Significant development has occurred since 1994 and a reassessment of the storm sewer adequacy was conducted. Section 4.6.2.5 summarizes the storm sewer reassessment.

The impervious surfaces at the site likely contribute various levels of oils, and sediment to the stormwater. These constituents are retained in the retention pond sediments under non high-intensity storm events; in high-intensity events the contaminants suspended in the runoff from the parking lot would be substantially diluted due to the high volume of mixing water into which

they would be introduced. There are no permit requirements for the retention pond (Brad Johnson, WDNR-Watershed Management, personal communication).

#### Solid Waste

Waste Management transports solid waste generated from the facility off-site for disposal. Animal wastes generated from the dog kennels are containerized separately and disposed off-site by the dog owners. No animal carcasses are disposed of at the site. The dog owners care for the animals and treatment of dogs is managed off-site at appropriate veterinarian facilities.

A Phase I Environmental Property Assessment of St. Croix Meadows was conducted in 1994 (Braun Intertec, 1994). A current Phase I Environmental Site Assessment was conducted by URS (URS, October 1999). As noted in Section 1.4.2, these assessments did not identify environmental concerns at the site.

#### Utilities

Northern States Power (NSP) provides gas and electrical supply to St. Croix Meadows. Additional gas and electrical facilities are not planned for the project site (Geier, November 9, 1999).

Ameritech currently provides telecommunications for the project site. The telecommunications system within the facility is by Mitel, and is not proposed for expansion. Currently, some telephone lines are not in use. If expansion of the telephone system is needed, those telephone lines being reopened (Geier, November 9, 1999).

### **3.7 RESOURCE USE PATTERNS**

#### **3.7.1 Agriculture**

While the City of Hudson is a quickly developing suburban-type community, St. Croix County is classified as a rural county. Rural counties are defined as having an average of less than 100 residents per square mile. According to the 1997 Census of Agriculture, St. Croix County has 67.5% of the total land area in farms. The average percent of land in farms among all Wisconsin counties is 39.4%. As is the case in the rest of Wisconsin, there are fewer farm operations in St. Croix County today than fifteen years ago. From 1982 to 1997, the number of farms dropped 9.9% in St. Croix County, compared to a 14.1% decline in the number of farm operations statewide.

The St. Croix County Farmland Preservation Plan was certified in 1980. The plan identifies farmland preservation areas in the county and provides tax credit eligibility to farmers who wish to participate in the Farmland Preservation Program. The tax credit is provided to owners of farmland protected by a preservation agreement or an exclusive agricultural zoning ordinance. According to the Department of Agriculture, Trade and Consumer Protection, the project area is not located within an agricultural zoning ordinance area.

### **3.7.2 Mining Resources**

Mining resources in St. Croix County consists of crushed gravel pits, rock quarries, agricultural lime, and sand pits. There are no metallic mines in St. Croix County (telephone communication, November 1999, Bruce Brown). There is a crushed rock quarry located east of the site area, which is owned by Kraemer & Sons. This quarry mines dolomite of the Prairie du Chien formation (telephone communication, November 1999, Bruce Brown).

The St. Croix County Zoning Department was contacted regarding quarries located within St. Croix County. The zoning department provided the following information:

- Rohl Limestone (Gravel Pit) - located off of County Road U, in Section 12, T28N-R19W
- Fritz Anding (Sand Pit) - located off of Coulee Trail, in Section 10, T28N- R19W
- Kraemer & Sons (Rock Quarry) - located off of County Road F, in Section 7, T28N-R19W

### **3.7.3 Recreation**

The City of Hudson has 166 acres of park and recreation land, including two state parks, seven local parks, a lakefront park, and beach. The City also offers many recreational activities including art galleries, theaters, lodging, antique stores, shopping, river cruises, scuba and snorkeling, St. Croix Meadows, marina, golf courses, snow-tubing and snow-boarding, camping, and restaurants (Hudson, Member).

The City of Hudson 1993 Comprehensive Plan states that tourism and recreational commercial activities are becoming increasingly important to the City and proposes that additional activities be made available to visitors. The location of St. Croix Meadows is consistent with the City's Comprehensive Plan.

### **3.7.4 Traffic**

The 1988 EA indicated some roadway improvements were needed to Carmichael Road and the I-94 Carmichael Road interchange area in order to accommodate the proposed St. Croix Meadows racetrack. These improvements were constructed in 1990 and 1991 and included the conversion of Carmichael Road to a 4-6-lane expressway between the racetrack and I-94 and the construction of a full diamond interchange at I-94 and Carmichael Road.

A traffic impact study was conducted by BRW for the proposed casino plan that reflects the above roadway improvements. The I-94/Carmichael Road interchange is the main I-94 interchange affected by the proposed casino project. The traffic analysis reviewed impacts at the ramp merge/diverge areas of this interchange. In addition, the significant intersections for the traffic impact analysis are the signalized intersections along Carmichael Road from I-94 to the racetrack site. These significant intersections are:

- I-94 South Ramp & Carmichael Road
- Carmichael Road & Crest View Drive

- I-94 North Ramp & Carmichael Road
- Carmichael Road & Center Drive

The Wisconsin Department of Transportation (Wis/DOT) was contacted regarding future roadway improvements near the proposed casino project and indicated the following improvements were planned:

- 1999/2000: Reconstruction of SH 35 to a four-lane expressway between I-94 and River Falls;
- 1999/2000: Reconstruction and relocation of the I-94/SH 35 interchange and reconstruction of I-95/U.S. 12 interchange;
- 2003: Reconstruction of U.S. 12 north of I-94 to a four-lane divided highway;
- 2006: Addition of a fourth lane to westbound I-94 on the bridge over the St. Croix River.

These improvements did not affect the traffic analysis.

Existing and forecast average daily traffic (ADT) data for the roadways near the study site was obtained from the Wis/DOT, the St. Croix County Highway Department, and the Transportation section of the Comprehensive Plan for the City of Hudson.

Trip generation for proposed developments is usually based on trip rate information published by the Institute of Transportation Engineers (ITE). However, ITE does not have trip generation rates for proposed casino developments. Trip generation for the proposed casino was developed using anticipated attendance information, and traffic counts and facilities information from other Native American casinos in Minnesota and Wisconsin. Based on this information, a range of trip generation estimates was calculated for the proposed casino for the weekday (Friday) PM peak hour and Saturday peak hour. The highest trip generation rates were used for the traffic analysis.

Several different scenarios were analyzed for traffic operations during the weekday (Friday) PM peak hour and Saturday peak hour. These scenarios include the following:

- Existing Conditions
- Year 2001 (one year after build-out) without proposed casino
- Year 2001 with proposed casino
- Year 2010 without proposed casino
- Year 2010 with proposed casino
- Year 2020 without proposed casino
- Year 2020 with proposed casino

The Year 2001, Year 2010, and Year 2020 without proposed casino scenarios provide a baseline for measuring traffic operations at the significant intersections and ramps. These baseline scenarios were then compared to the Year 2001, Year 2010, and Year 2020 with proposed casino scenarios to determine the traffic impacts that can be attributed to adding the casino.

Additional information regarding proposed future area development was obtained from the Hudson Planning Dept. subsequent to the July 2000 EA and the public comment period. The Traffic Study update included reasonable future developments expected to occur in the Stageline Road development area. The details of the analysis and results of the original and updated traffic studies are provided in Attachments 13 and 13A, respectively.

### **3.7.5 Land Use Plans**

The Hudson area is undergoing rapid growth. Development, especially residential, is strong and dynamic. St. Croix County is one of the fastest growing counties in the State, and the Hudson area has received the majority of that growth (Hudson, 1993).

The project area is located in a commercial zoned area surrounded by areas zoned as industrial, farmstead/open and single family residential. Current land use surrounding the site consists of a wooded bluff and an active quarry lie to the east; a residential development to the north; an area of farmland lies directly west, and Camp St. Croix lies to the west and southwest. Camp St. Croix occupies 400 acres, including 37 acres purchased in 1997 and 1998 directly west of St. Croix Meadows. The property immediately to the south of St. Croix Meadows is wooded and is occupied by several homes. The property further to the south (south of C.T.H. FF) is currently in agricultural use. The City of Hudson School District purchased a 40-acre property on C.T.H. F and C.T.H. FF for a future school. An existing land use map is provided as Figure 3-4.

A business park is located northwest of the site and was established approximately 15 years ago. Access to the business park is via Crestview Drive and C.T.H. F. A new business park, referred to as St. Croix Business Park, was developed in 1996 northeast of the site area. Access to the St. Croix Business Park is via Carmichael Road and Hanley Road. An aerial photograph of the St. Croix Business Park is provided as Figure 3-5.

## **3.8 OTHER VALUES**

### **3.8.1 Lighting and Noise**

#### Light

The main sources of light from the project area include lighting from the parking lot and racetrack, and car headlights. A lighting survey prepared for the 1988 EA concluded that 'direct glare from lighting fixtures should not pose a problem' to nearby areas. The light survey is provided in Attachment 14. The fixtures at the facility were installed as designed to reduce glare and to limit light spillage from the parking lot at the property line to an amount equivalent to residential street lighting (March 17, 1994 letter from Thomas Redner, City of Hudson Mayor, to the BIA). Currently, the parking lot lights are on in emergency mode throughout the night. Thus, the areas that are lit all night include the front of the building, handicap parking areas, the kennel area, and the front main area of the parking lot. The back rows of parking lot lights nearest C.T.H. F are not on throughout the night.

As with any commercial business that attracts the public to their place of business, they must be well lighted to meet workplace safety standards and provide for a safe environment for both the

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public and workforce. The lighting elements that currently exist at St. Croix Meadows are and will continue to be strong enough to provide the required light levels at the ground surface consistent with a safe environment. The noise berm at Camp St. Croix was completed during the construction of the racetrack and is currently effective in reducing noise and light impacts to adjacent portions of the camp.

#### Noise

A noise survey was prepared as part of the 1988 EA and is included in Attachment 15. Noise south of the site area is primarily generated by the traffic along C.T.H. F, aircraft noise, and blasting and trucking operations at the quarry. The findings of the survey concluded that St. Croix Meadows would have no measurable noise level impact on the areas south and southwest of the site area. According to Mr. Pelton, 75,000 yards of soil were moved to Camp St. Croix for construction of a berm to act as a light and sound barrier.

A noise analysis was completed for the proposed action. The study was conducted and completed consistent with U.S. Department of Housing and Urban Development (HUD) “Noise Guidebook” and “Noise Assessment Guidelines.” The noise analysis determines existing (year 2000) and future (year 2020) noise levels and evaluated the potential for noise impacts at adjacent properties including Camp St. Croix from noise sources (i.e., highway traffic). The Carmichael Road interchange at I-94 and C.T.H. F, a short distance south of the exit provides the primary access to St. Croix Meadows.

The study was designed to calculate traffic noise levels (using HUD “Noise Assessment Guidelines”) generated by the proposed action. The main purpose of the study was to determine the potential for noise impacts to adjacent properties, including Camp St. Croix, from highway traffic on Carmichael Road, C.T.H. F, and C.T.H. FF. The noise calculations (roadway) were conducted consistent with HUD noise analysis requirements. Attachment 15A details the 2000 Noise Study.

### **3.8.2 Public Health and Safety**

The City of Hudson Fire Department provides service to St. Croix Meadows from its only station on Walnut Street, which is approximately 3.5 miles from the site. The fire department is considered to be a “paid on-call” unit composed of 34 volunteers and one paid fire inspector (personal communication, Dave Krupich, City of Hudson Fire Inspector). According to Mr. Krupich, response time to the site is typically 4 to 5 minutes. Emergency medical services (EMS) to the site are provided by Hudson Ambulance, which is also considered a “paid on-call” organization. While Hudson Ambulance is affiliated with Regis Hospital, it is still supported by the City of Hudson. EMS response time to the site is also approximately 4 to 5 minutes.

The City of Hudson also provides police protection at the site. The department has 18 officers, which includes 12 patrol officers (personal communication, Richard Trendle, City of Hudson Police Chief). In addition, St. Croix Meadows employs its own security personnel.

### 3.9 ENVIRONMENTAL JUSTICE

Executive Order (EO) 12898 was signed by President Clinton on February 11, 1994, requiring Federal agencies to identify and address, as appropriate, “disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.” The BIA is required to include a review of environmental justice as a part of its NEPA review and analysis.

The environmental justice review determines first if there is a minority or low-income population that will be affected by the proposed project. If there is such a population, a determination is made as to whether the impact is disproportionately high and adverse on this population (EJ Population). Disproportionate effects are defined as those environmental impacts that would fall more greatly on the populations protected by the EO (EJ populations) than on those not protected.

Methods used to identify EJ populations were: 1) field observations, 2) City of Hudson information, and 3) U.S. Census data from 1990 to 1998. Environmental and economic data were reviewed to assess the anticipated effects of the proposed project.

Ethnic origin figures for 1998 indicate that St. Croix County was primarily White (nearly 99%), with an extremely small percentage of Hispanic, African-American, and Native American residents (Table 3-7). Based on observations during the site reconnaissance, there was no indication of the presence of minority populations or low-income housing near the project area. Therefore, it can be concluded that there is no environmental justice community in the St. Croix Meadows vicinity.

The applicant Tribes, as well as other area tribes who have developed casinos, can be considered environmental justice communities. The impact of the proposed action on these communities is considered in Section 4.9.

This section evaluates whether the proposed action, transferring 55.82 acres of land into tribal trust and adding tribal casino operations to the existing St. Croix Meadows, will or may affect the environment.

## **4.1 LAND RESOURCES**

The proposed plan consists of improvements to the existing grandstand building of the facility. No grading, earth moving activities, or new construction is required as part of the proposed plan. As such, impacts to site topography, soils or geological resources will not occur.

## **4.2 WATER RESOURCES AND QUALITY**

### **4.2.1 Surface Water**

Direct impacts to surface waters (filling and/or dredging) will not occur with development of the proposed gaming facility, as construction will be limited to a renovation of the existing facility. Stormwater is currently retained in the retention pond southwest of the parking area and typically infiltrates or evaporates from the surface. During high-intensity storm events, excess water in the pond is diverted to the City's storm sewer system, which is routed to collection areas located approximately one mile north of the project area. The city's storm sewer system discharges to the St. Croix River during high water levels. No additional stormwater will be generated from the proposed facility since the amount of impervious surface will be the same as existing conditions. As discussed in Section 3.6.2.5, a WPDES permit for stormwater discharge is not required for the City of Hudson.

The U.S. Army Corps of Engineers (ACOE) was contacted regarding permit issues under Section 404 of the Clean Water Act and Section 10 of the River and Harbors Act. Since the proposed plan does not include any work in the St. Croix River or any new exterior construction, no permits are required (personal communication, Dan Seaman). As such, it is not necessary to provide additional information for the interior renovation of the facility originally requested by the ACOE for site development. Attachment 17 provides correspondence with the ACOE.

### **4.2.2 Groundwater**

The additional water demand for the facility is estimated to be approximately 29,000-195,000 gpd (11-71 million gallons per year), although the high end of this range is very likely an overestimate of predicted water usage. The average daily water use for the casino is estimated to be 62,000 gpd (22 million gallons per year) based on the use of 10 gpd per person and an average of 5,100 patrons per day (Andersen, 2000), plus 1,100 staff. Last year, the City pumped 559 million gallons of water and they will likely increase the amount this year (personal communication, Jace Holzemer, City of Hudson). An additional well is also proposed to be in operation in the Spring, 2001 to accommodate future City development. Estimated average water usage increase for the proposed facility would equal approximately 11% of the total water pumped in 1999. Mr. Holzemer indicated the volume of water available from the underlying aquifer is controlled by how fast the water can be pumped not by the capacity or volume of the



aquifer. Additionally, the City has agreed to supply water to the proposed facility under the AGS (Attachment 17).

Activities associated with the proposed gaming facility will not result in additional discharges to groundwater. Sanitary wastewater will continue to be serviced by the City of Hudson under the AGS, so the potential for shallow groundwater contamination from faulty septic systems does not exist. The potential for slightly increased levels of various constituents in the stormwater (e.g., oils and sediment resulting from incidental dripping from the increased number of cars in the existing parking lot) should not affect shallow groundwater quality since these constituents should be detained, by design, in the bottom sediment accumulations of the pond. As discussed in Section 3.6.2.5, the City of Hudson is not required to have a WPDES permit for stormwater discharge.

### **4.3 AIR RESOURCES**

The proposed plan will not result in additional direct air discharges. No changes are planned to the parking capacity, or surrounding roadways, so no additional air permits are required. Once the land is placed in trust, the existing indirect source air permit will still apply to the parking lot, which will remain in fee. The gaming facility, which will be located on trust land, will not be subject to state environmental regulation. From the perspective of indirect source air permit requirements, pursuant to Wisconsin Administrative Code Chapter NR 411, the existing permit for air pollution from indirect sources is valid and adequate for the existing parking lot. Accordingly, no violation of ambient air quality standards that have been established to protect human health and welfare (i.e., flora, fauna, and other non-human health indicators) is anticipated from traffic specifically related to the parking lot at the facility.

The proposed plan will increase traffic on nearby roadways above existing conditions and therefore, increase indirect source pollution. This includes increased traffic flow from the development of the casino as well as surrounding developments. Previous impact assessments were conducted as part of the air permitting for the parking lot. A revised assessment of potential air quality impacts from traffic was performed using the most recent traffic data developed by BRW and is provided in Attachment 6A.

A revised assessment of the air quality impacts for the I-94/Carmichael interchange intersections (as well as the intersections of Carmichael & Crestview/Stageline Drive and Carmichael & Center Drive) was conducted using EPA-approved air dispersion model CAL3QHC. The model was used to assess micro-scale carbon monoxide impacts near intersections. Given source strength, meteorology, site geometry, and site characteristics, the model can predict pollutant concentrations for receptors within 500 meters of the roadway. The EPA-approved emission model MOBILE5a was used to estimate emission rates. The scenarios evaluated included existing baseline traffic conditions and future conditions, as described below:

**Air Quality Impact Assessment Scenarios**

CASE	DESCRIPTION
A	2010 with Stageline development, with casino, existing traffic pattern
B	2010 with Stageline development, without casino, existing traffic pattern
C	2010 with Stageline development, with casino, upgraded traffic pattern
D	2010 with Stageline development, without casino, upgraded traffic pattern
E	2010 without Stageline development, without casino, existing traffic pattern
F	2010 without Stageline development, without casino, upgraded traffic pattern
G	Baseline traffic 2001, existing traffic pattern, w/o Stageline, w/o casino
H	Baseline traffic 2001, existing traffic pattern, w/ casino only
I	Baseline traffic 2001, existing traffic pattern, w/ Stageline development only
J	Baseline traffic 2001, existing traffic pattern, w/ casino and Stageline development
K	2010 without Stageline development, with casino, existing traffic pattern
L	2010 without Stageline development, with casino, upgraded traffic pattern

**Notes:**

Existing Traffic Pattern (ETP) - Carmichael & Crestview intersection without physical geometry/lane changes

Upgraded Traffic Pattern (UTP) - Carmichael & Crestview intersection with added turning lanes to southbound Carmichael left turn and westbound Stageline right turn. Improved turn lanes result in a total Signal time increase at the intersection.

Baseline Traffic 2001 - traffic counts as measured in 1999 traffic study - represents existing traffic conditions (using 2001 emission rates)

Cases H, I, & J have incrementally added development from casino and/or Stageline development without other normal traffic growth (e.g., Case G growth to Case E)

The air quality impact assessment demonstrated that:

- The one-hour carbon monoxide ambient air quality standard is not exceeded under any of the scenarios assessed, either in the baseline case or in the 2010 case;
- The 2010 predicted traffic in the project area with the addition of the proposed casino project is not estimated to cause an exceedance of the eight-hour carbon monoxide ambient air quality standard; and
- The 2010 predicted traffic in the project area with the addition of the Stageline Road Development (with or without the proposed casino project) is estimated to cause an exceedance of the eight-hour carbon monoxide ambient air quality standard.

A summary of the estimated exceedances from the dispersion modeling, based on the maximum carbon monoxide (CO) concentrations from all intersections, is presented below.

## Summary of the Air Quality Impact Assessment CO Exceedances

Scenarios <sup>1</sup>				1-HR Peak traffic		8-HR Average traffic		
Case	Year	Casino	Traffic Pattern	1-hr CO MAX	1-hr CO STD <sup>2</sup>	8-hr CO TOTAL <sup>3</sup>	8-hr CO TOTAL	8-hr CO STD
				(ppm)	(ppm)	(ppm)	(ppm)	(ppm)
A	2010	W/ casino	ETP	22	35	12.0	<b>12</b>	9
B	2010	W/O casino	ETP	20	35	11.2	<b>11</b>	9
C	2010	W/ casino	UTP	21	35	11.3	<b>11</b>	9
D	2010	W/O casino	UTP	19	35	10.7	<b>11</b>	9
I	Baseline	W/O casino	ETP	19	35	10.6	<b>11</b>	9
J	Baseline	W/ casino	ETP	21	35	11.5	<b>11</b>	9

## Notes:

1. Only the scenarios that estimated a potential exceedance of the CO standards are included in the table. All these scenarios include the Stageline Road development area.
2. STD = Carbon monoxide ambient air quality standard in parts per million (ppm). The standard is expressed as a whole number; thus it is customary to express modeled results the same.
3. The non-rounded modeled results are provided to demonstrate the incremental portion of the casino traffic.

The results of the air quality assessment indicate that the 8-hr CO standard will be potentially exceeded under all Stageline Road development scenarios (i.e., baseline and 2010). As indicated above, the incremental increase associated with the casino is negligible (0.9 ppm from Case I to J and 0.8 ppm from Case B to A).

## 4.4 LIVING RESOURCES

### 4.4.1 Wildlife and Vegetation

The areas surrounding the dog track, grandstand, and dog kennels are professionally landscaped and routinely maintained. Therefore, this area would not be a suitable habitat for state or federally listed threatened or endangered species. In addition, the only surface waters located on site are a manmade retention pond that was constructed as part of the initial development of the property and the manmade pond on the interior of the racing track. The site does not have a suitable habitat for fish or mussels.

The proposed casino will not substantially alter wildlife habitat at Camp St. Croix. Ms. Belling of the WDNR indicated that literature has suggested that increased noise levels from traffic can affect songbird calling and/or breeding success in open field habitats. The majority of cover type on Camp St. Croix property along C.T.H. F is not open field (currently forested and agricultural).

Based on the BRW traffic study, only 4% of the site-generated traffic is projected to utilize C.T.H. F. As such, it is unlikely that additional noise due to increased traffic on C.T.H. F will significantly impact wildlife at Camp St. Croix.

The WDNR, Bureau of Endangered Resources was contacted regarding threatened or endangered species located at the site area. In a letter dated November 8, 1999, the WDNR has stated that is not likely that the proposed improvements would cause adverse impacts to rare species or natural communities. Furthermore, the letter stated that a rare species survey was not warranted at the site.

The U.S. Fish and Wildlife Service has reviewed the project site for potential impacts to federally-listed threatened and endangered species or those proposed for listing. The USFWS stated, in a letter dated November 8, 1999, that the nature and location of the proposed activities would not affect the federally listed and proposed threatened or endangered species that occur in St. Croix County.

Ms. Kris Belling of the WDNR recently conducted a site visit to Camp St. Croix to identify the location of the bald eagle nest reported on the property (during the public comment period). Based on the distance and elevation difference of the nest from the proposed casino location, Ms. Belling concluded potential increased noise, light or traffic from the casino would not adversely impact nesting eagles. In fact, she indicated other factors such as the existing high volume of boat traffic on the river and activities on the property, such as people hiking too close to the nest during critical periods of the nesting season, would be more likely to create a disturbance to the birds.

Ms. Belling's findings were relayed to Mr. Joel Trick of the USFWS and he concurred with her conclusion. Additionally, Ms. Cathy Bleser of the WDNR Bureau of Endangered Resources was contacted and presented with Ms. Belling's findings. Ms. Bleser agreed there would be no impact from the proposed facility on nesting eagles. See Attachments 7 and 8 for USFWS and WDNR correspondence, respectively.

#### **4.4.2 Ecosystems and Biological Communities**

There are no unique or sensitive ecosystems and biological communities present at the site and the proposed plan only involves renovation of the existing facility. The USFWS questioned whether other environmental concerns such as wetland and/or stream impacts, soil erosion and effects on state-listed threatened or endangered species might occur. As the project consists only of a renovation of an existing facility, no excavation or re-grading of soils is proposed and therefore adverse impacts to wetlands and streams will not occur. Further, the WDNR indicated this project would not adversely impact rare species or natural communities.

#### **4.4.3 Agriculture**

Project improvements to the site will not change the current land usage or require any additional land. The land will continue to operate as a Class III gaming facility.

## **4.5 CULTURAL RESOURCES**

The location of the proposed project was reviewed and assessed to identify potential impacts to cultural resource issues. This review included the identification of potential historic, cultural, and religious properties and the presence of any archaeological resources.

### **4.5.1 Historic, Cultural and Religious Properties**

All proposed construction activities would be confined within existing structures. The existing facility is not a historic, cultural, or religious property.

### **4.5.2 Archaeological Resources**

There are no known archaeological resources in the project area. The proposed project will not include any grading activities. The project is limited to remodeling of the existing grandstand building. All proposed construction activities would be confined within existing structures. Additionally, the SHS stated, “Unless the project proposal changes significantly - such that new ground disturbing activities may be undertaken - we have no further concerns, and no additional correspondence with this office is necessary to satisfy your responsibilities under federal law.”

## **4.6 SOCIOECONOMIC CONDITIONS**

This section describes the potential social and economic impacts to the Tribes and the project area from the proposed project. The analysis includes a review of the current employment, income, tourism, and demographic trends. The attitudes, expectations, lifestyle, and infrastructure of the community are also addressed.

### **4.6.1 Tribal**

There is the potential for substantial socioeconomic benefit to the Tribes from the proposed gaming facility. Tribal governments and their members will benefit from the anticipated economic resources that will result from the project. Net income available for distribution to the Tribes is estimated at \$24 million in the initial year of operation, \$31 million in the second year, and increasing thereafter (Fee to Trust Application for Chippewa Meadows Casino, March 2000). Revenue generated by the gaming facility will diversify Tribal income and be used, in part, to fund vital social service programs associated with education, medical care, housing, community infrastructure, etc. Additional funding of these programs would be a substantial positive impact to the Tribes and is critical to enhance the health and welfare of Tribal members. Additionally, the Tribes have unemployment rates substantially higher than the national average. The commitment to the preference of hiring of Native Americans may also reduce the percentage of unemployed tribal members and increase household income. Alternatively, increased revenues may spur new business or create education opportunities that could also reduce unemployment.

## 4.6.2 Project Area

### 4.6.2.1 Employment and Income

A study conducted by Dr. Stephen Hoenack in 1995 concluded that gaming stimulated development in rural areas where government economic development programs had failed. Dr. Hoenack concluded that Indian casinos stimulated development of non-Indian businesses because they create favorable conditions in which new business developers have a long-term potential for success. The establishment of tribal gaming operations gave developers an incentive to invest in new local business ventures. In addition, tribal gaming has eased the burden on county and state programs by providing gainful employment for residents of rural communities (Minnesota, 1996).

The addition of the proposed casino will have positive benefits to tourism and service businesses in the Hudson, Wisconsin area. Visitors to the track spend money at the nearby restaurants, hotels and stores, benefiting the economy of the City (Dahlgren, p. 35-36). It is expected that the proposed casino will draw its patrons primarily from Hudson and nearby communities, primarily the Minneapolis-St. Paul metropolitan area. Most casino visits will consist of one-day trips; however, a small percentage of casino visitors are expected to stay in the area for several days, resulting in positive benefits to businesses that rely on tourism.

A recent economic study completed by Arthur Andersen (Andersen, 2000) assessed the potential economic impacts of the casino on the local economy in terms of direct jobs, direct wages and direct benefit to the area. The study concluded that approximately 200 construction jobs will be created and that 60% (120 jobs) will be filled locally (from the City of Hudson and St. Croix County). The casino will also employ 1,100 people with wages, taxes and benefits totaling approximately \$23 million annually. Of this amount, 50% of the jobs are anticipated to be filled by local residents resulting in an annual benefit of approximately \$12 million (not including tips) to the local area. The study also estimated that \$3.2 million in construction costs, and \$16.2 million annually associated with operation of the facility (non-payroll) that will be spent locally.

Counties in the local project area all have lower unemployment rates than the average rates for Wisconsin, Minnesota and U.S. overall average. Thus, the proposed casino may have difficulty filling its job openings. The casino will likely have to draw its staff from areas outside of St. Croix County or from other non-traditional sources of labor. This is consistent with the opinion of the Wisconsin Department of Workforce Development, which believes that an increase in the labor pool in the Hudson area will have to come from older workers, women, or new residents who move to the County (Wisconsin, St. Croix p.2). The shortage of potential employees may result in the necessity to pay above-average wages to attract staff.

The remodeled facility will be open 24 hours a day, 7 days a week. As noted above, the proposed addition of the casino at this location will result in 1,100 full-time and part-time employees (a net increase of 950 new employees). Additional employees will be hired to fill positions from housekeeping to management level positions. Pay scales will range from \$5.50 an hour or greater, depending upon the position filled (Geier, October 27, 1999). Due to low unemployment rates in the areas surrounding the proposed project location, wages offered by the proposed casino must be comparable to similar types of positions offered by other employers.

The hiring plan indicates a preferential policy of hiring tribal members to fill some of the new jobs at the proposed casino. Since the tribal communities are located a considerable distance from the proposed casino location, this would likely result in tribal members having to relocate to the Hudson area.

The additional workforce would represent an increase of 4% total St. Croix County employment and 6% in the level of service producing industry employment, based on 1997 statistics for St. Croix County (see Table 3-1). Since the Hudson area has a diverse mix of employment opportunities, this increase in service industry jobs is not expected to have a long-term significant impact on the distribution of occupations in St. Croix County.

#### **4.6.2.2 Demographic Trends**

The demographic characteristics of a population can be classified in part by age, sex, income, and racial mix, and can be utilized for market and sociological analysis. Study of the demographic characteristics of the project area can help to assess if the proposed project is compatible with the surrounding communities, and identify social and economic segregation. The proposed project was reviewed for continuity with the current social and economic status of the community to assess how it would fit into future community plans.

The population increase for St. Croix County exceeds the average for Wisconsin, Minnesota, and the U.S. for the most recent one and five-year periods. The largest percent change by ethnic origin in Washington and Ramsey County, Minnesota for the most recent one and five-year periods are those of Hispanic decent. The largest percent increase in St. Croix County for the most recent five-year period is African-Americans. The proposed project and its anticipated influx of workers are not expected to significantly alter these trends.

#### **4.6.2.3 Housing Market**

The current housing market was reviewed to determine its capacity to handle the potential increase of residents to the Hudson, Wisconsin area. As stated in Section 4.6.2 Demographic Trends, it is possible that some workers who fill positions at the proposed casino would relocate to the Hudson area. However, even if all 1,100 employees (both new and existing) were to move to the county, it would represent only 1.9% of the total population in St. Croix County (based on data from Table 3-6).

The increase in the housing starts in the United States indicates that the current housing market is stable. The new housing starts in the Metropolitan Statistical area make up approximately 33 percent of the total housing starts in both Wisconsin and Minnesota combined. As of December 1999, there were 77 single-family homes, and 9 townhomes/condominiums for sale within a 4-mile radius of Hudson, Wisconsin. In a 21-mile radius of Hudson, Wisconsin, there were 1,389 single-family homes and 326 townhomes/condominiums for sale (Realtor.com). This search criterion is no longer available, and thus can not be updated. This data is considered to be indicative of the housing market for the Hudson area. A different source (Nagel, 2000) indicated that as of June 2000 there were 107 single family homes for sale in the Hudson School District (a search radius slightly different from the Realtor.com 4-mile radius). Additionally, according to the City of Hudson Community Development Office, the City has issued approximately 60 new

building permits for residential buildings since the beginning of 2000 through May 3 and currently there are 8 new residential developments within the City.

This large hub of new housing starts and homes currently on the market near the project area will provide adequate housing for a potential increase of residents in the Hudson, Wisconsin area.

#### **4.6.2.4 Attitudes, Expectations, and Lifestyle**

The analysis of potential impacts on the attitudes, expectations, and lifestyle of the Hudson, Wisconsin community was assessed by comparing the proposed project to the community's current and projected development plans. Goals and policies of the City's Comprehensive Plan include:

- Promote and encourage quality commercial and industrial development in the City, and
- Encourage the continued commercial and industrial development south of I-94.

As such, the proposed casino is consistent with Hudson, Wisconsin's Master Plan and economic development policies (Hudson, 1993).

#### **4.6.2.5 Community Infrastructure**

The community infrastructure is represented by the framework or features of the community including the basic facilities and equipment needed for the functioning of the area. This includes resources such as personnel, buildings, or equipment required by the community.

Facilities and equipment required for the functioning of the proposed casino currently exist at St. Croix Meadows including sewage, water, natural gas and electrical supply, telecommunications, and space for parking. The addition of the proposed casino will result in a substantial increase in visitors to the facility and the number of employees required to run the facility. The current natural gas and electrical supply, telecommunications, and space for parking are adequate to handle the proposed maximum peak capacity of the proposed project. The current capacity of the gas and electrical supply will be sufficient for the addition of the proposed casino.

The traffic study completed for the proposed facility estimated anticipated trip generation values based on data from regional casinos and criteria of size (square feet of facility and number of gaming positions and slot machines) (Attachment 4). Based on these criteria, the study estimated that between 2,500 and 10,800 vehicle trips/day would be anticipated at the proposed facility. The study indicated the high end of this range was a conservative number, and the actual number of trips would be less.

#### **Water and Wastewater**

Based on these original projections of traffic (Attachment 13), and assuming, on average, two people per car and each person used 10 gpd of water, the water supply demand for the proposed facility would range from approximately 50,000 gpd to 216,000 gpd. This represents an increased water supply demand of approximately 29,000 to 195,000 gpd over existing conditions (21,000 gpd). Based on the more recent Arthur Andersen estimates of attendance the average



water use for the year is estimated to be 62,000 gpd (based on 10 gpd per person x 5,100 patrons plus 1,100 staff).

Water is supplied to the casino by municipal wells. There appears to be an abundant amount of water in the underlying aquifers, based on comments by the City that the municipal supply is constrained by pumping capacity, not by the volume of water in the aquifers.

The volume of sewage generated over existing conditions is also expected to be approximately 29,000-195,000 gpd (same as demand) at the proposed facility. On average (62,000 gpd), under the foregoing assumptions, the proposed facility would use approximately 2.8% of the total design capacity of the recently expanded wastewater treatment facility (2.2 MGD). As indicated in the AGS (Attachment 17), the City has agreed to supply potable water and provide sewage disposal for the facility.

The volume of sewage generated from the casino, by itself, is not expected to cause excessive surcharge (e.g., sewage that could backup into basements). However, excess surcharging may occur for facilities upstream if the development upstream of the casino moves forward as planned. This potential surcharging is recognized by the City (City of Hudson, 2000) and is possible because the upstream wastewater is introduced into a 10-inch diameter pipe system (at Manhole 4E.1, which is located west of the Dog Track). This condition could be resolved if the City of Hudson enlarged the 10-inch diameter section of pipe, or reroutes the wastewater so that it could be introduced downstream of Manhole 4E.1, in the 12-inch diameter section.

#### Stormwater

As previously discussed, development of the proposed facility will not involve new construction or require additional parking areas. As such, the amount of impervious surface and volume of stormwater generated will remain the same as existing conditions. Additionally, given the mechanisms of transport, distance traveled, and infiltration and evaporation within various retention ponds before reaching the St. Croix River, it is unlikely that any substantial quantity of potential contaminants from the site would reach the River.

#### Solid Waste

No special solid wastes emanating from the proposed facility will be disposed of in the sanitary sewer line. Animal wastes generated from the kennel will continue to be containerized and disposed of as solid waste, therefore no impacts due to solid waste are expected.

## **4.7 RESOURCE USE PATTERNS**

### **4.7.1 Agriculture**

No impacts to agricultural resources are expected since no additional land is required for the proposed plan.

### 4.7.2 Mining Resources

No impacts to mining resources are expected since the proposed plan does not involve new construction. The proposed gaming facility will not adversely impact the quarry adjacent to the site.

### 4.7.3 Recreation

The existing facility and the proposed plan is consistent with the City's 1993 Comprehensive Plan and the 2010 Master Plan. The proposed plan will increase the number of visitors to the Hudson area. However, only a small percentage of casino patrons are expected to also engage in other recreational activities. According to the City of Hudson 2010 Master Plan, additional recreational land use is planned which should accommodate any unexpected increase in recreational users.

### 4.7.4 Traffic

Traffic studies were conducted for the years 2001, 2010, and 2020 – typical horizons for roadway design. Based on expected development and traffic scenarios, the study for the years 2001 and 2010 (Attachment 13A) indicates that all intersections will operate at an acceptable level of service (LOS) with or without the proposed casino.

URS met with the City of Hudson to determine what additional development is likely to be in place by 2020 in the Stageline Road area. Revised traffic forecasts for the Year 2020 were determined using trip generation data based on future development for the Stageline Road area and an annual growth rate of 1% per year to account for other development in the area. BRW estimated that the proposed casino project would likely generate between 2,500 and 10,800 vehicle trips per day. This is consistent with Arthur Andersen's estimate of between 1,800 and 8,900 patrons per day. Vehicle trips were estimated at 2 patrons/car and 1.1 employees/car x 1,100 employees. The highest estimated vehicle generation values (from either the traffic-based estimates or patronage-based estimates) were used for the analysis to provide the most conservative analysis. In addition, the analysis assumed that the peak hour of casino generation and the peak hour of adjacent roadway traffic occurred simultaneously (although traffic counts indicated that they would occur at different times), adding another layer of conservatism.

Using the revised 2020 forecasts, a traffic analysis of the key intersections was performed for the Without Casino (W/O Casino) and With Casino scenarios. (The W/O Casino scenario makes the additional conservative assumption that the St. Croix Meadows operations continue at their current level. The W/O Casino scenario does not take into account that if the casino is not approved, substantial commercial development of the casino site will certainly occur.) The results of the analysis are as follows:

Intersection	LOS W/O Casino	LOS W/Casino
Carmichael Rd./WB I-94 Ramp	B	C
Carmichael Rd./EB I-94 Ramp	A	B
Carmichael Rd./Crestview Dr.	D	E

Carmichael Rd./Center Dr.

A

A

In the next twenty years, the City of Hudson anticipates significant development to occur in the Carmichael Road corridor, especially to the east in the Stageline Road development area. Any traffic study analyzing this 20-year horizon possesses a high degree of uncertainty (e.g., recognizing this uncertainty, the City of Hudson's consultant, Bonestroo, suggests revised traffic studies for each major development). As indicated in the above table, the Carmichael Road/Crestview Drive/Stageline Road intersection will be the most affected intersection by the Year 2020, with or without a casino, if no improvements are made to the existing roadways. Without the casino, a wait time of 54 seconds is projected, which is just under the trigger level of 55 seconds for LOS E. With the casino, the wait time is projected to increase to 62 seconds. Therefore with any appreciable increase in traffic, with or without the casino, wait times would continue to approach or exceed LOS E.

Some turn lane additions at this critical intersection could be made that would likely preserve LOS D operation at the intersection for Year 2020 traffic conditions with or without the casino.

- Adding a second left turn lane to the SB Carmichael Road approach, converting an existing thru/right lane to a right turn only lane on the WB Crestview Drive (Stageline Road) approach, and adding a second right turn only lane to the WB Crestview Drive (Stageline Road) approach will allow this intersection to operate at LOS D. It should be noted that these proposed changes are not needed immediately, even if the casino is built. The City may want to defer these improvements to see if the anticipated traffic generation from the Stageline Road area materializes. If the improvements are deferred, it is recommended that sufficient right of way (ROW) be reserved for these improvements. It appears that there is already sufficient ROW on Carmichael Road for the SB left turn lane. The City should require the dedication of additional ROW in the northeast corner of the Carmichael Road/Crestview Drive intersection, when the property in this corner develops.
- Once the new SH 35 and SH 35/Hanley Road (High Ridge Road) interchange is completed, the casino could place signing along I-94 to encourage visitors to use the SH 35/Hanley Road route to access the casino. The casino's advertising material could also indicate that this is the preferred route to the casino. Although these changes would not affect the amount of casino traffic, they may divert some casino traffic away from the critical Carmichael Road/Crestview Drive intersection.
- As suggested in the 6/7/99 Bonestroo memorandum, a traffic study should be required for each development in the Stageline Road area as it is proposed to the City. It is difficult to forecast traffic 20 years into the future. These traffic studies will give the City a means of monitoring conditions along Carmichael Road as development occurs and can be used to determine the type and timing of needed roadway improvements.

The estimated cost of these improvements is less than \$100,000. Although the proposed casino's portion of estimated traffic is only 13% of the total at this intersection, the entire cost of these improvements is well within the anticipated revenues allocated through the AGS.

#### 4.7.5 Land Use Plans

According to the 2010 Master Plan of the City of Hudson, the project area is designated as “recreational commercial.” Surrounding areas are designated as single family to the south, park and conservancy district to the east, highway commercial and industrial to the north, and highway commercial and single family to the west. The 2010 Master Plan is provided as Figure 4-1. The proposed plan does not alter current land use or zoning and is consistent with Hudson’s 2010 Master Plan.

### 4.8 OTHER VALUES

#### 4.8.1 Lighting and Noise

##### Lighting

Existing parking lot lights will not change with development of the gaming facility. Currently, the front portion of the parking lot remains lit all night. However, as the facility will be open 24 hours per day, it is anticipated that all parking lot lights will remain on. This should not result in substantial impact since the lights were designed to reduce glare and limit light spillage from the property.

The 24-hour operation will result in increased light from nighttime traffic. The two primary exits and the main entrance for the facility are located north of the parking lot along Carmichael Road (Figure 4-2). As previously discussed, a new residential development occurs north of Carmichael Road near the facility. Carmichael Road buffers these homes from headlights of exiting vehicles at the eastern-most primary exit, which is approximately 10-15 feet higher than the exit ramp. Homes are visible from the other primary exit through the Carmichael Road underpass prior to turning right onto the exit ramp; however, the nearest home is approximately 500 feet away and not in the direct line of exiting vehicles. Additionally, several homes are also within several hundred feet of the intersection at the main entrance (just north of the underpass). As vehicle headlights are down-turned to focus on the road and are designed to reduce glare to on-coming traffic, these residences will not be substantially impacted by the increased frequency of vehicles entering and leaving the site at nighttime.

No residences are in the vicinity of a secondary entrance/exit in the western portion of the site (this entrance/exit is currently not in use). Residences to the south and southwest are approximately 500 to 800 feet from the southern edge of the parking lot. The homes along Tower Road are buffered by a dense deciduous forest and are approximately 60-70 feet higher than the parking lot. As such, lighting from increased vehicles in the parking lot should not adversely impact these receptors.

There may also be some new signage on the outside of the facility that could increase light levels over existing conditions. As the nearest receptor is approximately 900 feet from the clubhouse and the new signage will comply with the City of Hudson ordinance regarding lighting, thus adverse impacts from facility lighting are not anticipated.

The view of a lighted facility in the distance (nightglow) is different from the issue of increased ambient light levels at an affected location. Nightglow may be considered objectionable from an

aesthetic standpoint, but may have no measurable influence on ambient light levels. The primary source of nightglow is from the dog track lighting and would be visible from adjacent properties; however, the increased duration of the proposed facility operation does not include the greyhound racing events and as such, the nightglow from the facility would not increase in duration or its intensity. Thus, there will be no impact on night campers at Camp St. Croix. Smog, clouds, and other transitory masses would increase the intensity of nightglow from reflections, but due to their transitory nature they are extremely difficult to assess in terms of impacts.

### Noise

The greatest potential change in noise associated with development of the facility would be from increased traffic on adjacent roads. The vast majority of patrons would access the site from I-94 via Carmichael Road. Land use along Carmichael Road near I-94 is commercial and becomes undeveloped as one proceeds south to the racetrack. The only receptors in the vicinity of the facility are the new residential development to the north, the Camp St. Croix property to the west, and the residences to the south along Tower Road (Figure 4-2).

As part of the traffic study, peak hourly traffic volumes with and without the casino were forecast for the years 2001, 2010, and 2020 at several intersections on Carmichael Road to the interstate. Using information from WisDot and the Traffic Study, a noise study was conducted. The 2000 Noise Study is provided in Attachment 15A. Based on this information, the following daily trips (AADT) are anticipated for the roadways in question: Carmichael Road – 6900 AADT, County Road F – 4100 AADT, and County Road FF – 2800 AADT. Using traffic volume information from the Traffic Study, noise levels were modeled using the following traffic counts: Carmichael Road – 2000 (6,900 AADT) and 2020 (11,730 AADT), County Road F – 2000 (4,100 AADT) and 2020 (6,970 AADT), and County Road FF – 2000 (2,800 AADT) and 2020 (4,760 AADT). To be conservative, the generation rates used were the highest of several estimated rates. Additionally, the peak hour of casino traffic generation and the peak hour of adjacent roadway traffic were assumed to occur simultaneously. These assumptions likely over-estimate the actual traffic volumes.

The results indicate that noise impacts from increased traffic will decline to < 65 decibels within 125 feet of the roadway. In particular, those areas of Camp St. Croix that are used for camping are several hundred feet outside the 65 decibel noise contour, that is generally considered acceptable for outdoor recreation. All other noise potentially generated by the proposed action would be unpredictable and instantaneous in nature (i.e., car alarms, loud music, etc.). However, given the distance to receptors and the slow vehicle speeds in the parking lot, this should not adversely impact nearby residences. No prolonged noise generating activities are anticipated with the proposed action (e.g., prolonged exterior music or outdoor events). To manage unnecessary noise within the limits of the proposed action, appropriate measures can be taken by casino security to limit noise events.

## 4.8.2 Public Health and Safety

Pursuant to the AGS, the City of Hudson will continue to provide fire and police protection, and emergency medical services to the site once the gaming facility is remodeled. Current fire

department staffing levels should be adequate to provide fire protection at the proposed development (personal communication, Dave Krupich, City of Hudson Fire Inspector). Mr. Krupich thought there might be an increase in EMS calls to the facility due to increased hours of operation.

The potential impact of the proposed facility on the police department was evaluated by Richard Trende, City of Hudson Police Chief (City of Hudson, 2000). Assuming that there would be an increased demand for investigative services (investigating fraud, embezzlement, property crime, etc.) and that there would be an increase in the number of patrol calls to the facility, Chief Trende estimated that four officers, one assistant chief, one investigator, and two patrol officers would need to be added to the staff. Chief Trende (personal communication) also indicated the City of Hudson had a higher crime rate compared to average levels for Wisconsin (based on 1998 crime index values). If this trend continues, the demand for police services will likely increase.

Payments under the AGS are intended to offset additional staffing and equipment that may be necessary.

#### 4.9 ENVIRONMENTAL JUSTICE

A broad range of potential project-related environmental and health effects of the proposed project were evaluated based on the activities anticipated at the proposed project site. The project site was also visited to observe the surrounding areas relative to economic and racial factors.

Environmental effects of the project are expected to be minimal as indicated by the project plan to modify the existing facility. Increased traffic is expected to be the primary source of potential impacts due to the proposed project.

The addition of the casino to the site is expected to create a substantial positive socioeconomic effect in Hudson and the surrounding areas. The facility is expected to result in approximately 1,100 full-time and part-time jobs. Business development will be stimulated by the increase in tourism. Tribal gaming operations give developers an incentive to invest in new local business ventures and can ease the burden on county and state programs by providing gainful employment for residents (Minnesota Gaming, 1996).

A substantial Environmental Justice population does not exist at the project site and there is no indication that a high and adverse impact will be caused by the proposed plan. Therefore, the proposed project is not expected to have disproportionately high and adverse effects on minority or low-income populations.

Native American tribes affected by federal actions are traditionally considered Environmental Justice populations. While some temporary reduction in revenues for some competing casinos can be expected, the impact would be short-term. By contrast, to deny the Tribes involved with the proposed Hudson casino the opportunity to operate the proposed facility would cause long-term adverse economic impact to members of the applicant Tribes.

#### 4.10 CUMULATIVE EFFECTS

Cumulative effects are a result of the proposed action plus other past, present and reasonably foreseeable public or private actions. The proposed action is sited in a high growth area, with community plans to increase growth. Thus, potential cumulative impacts associated with the growth in the area may be substantial. However, the proposed plan's contribution to the overall growth is relatively minimal. Thus, potential impacts associated with the proposed action are directly proportional with its limited contribution. This conclusion is based on the following findings:

- No new buildings will be constructed, therefore, no impacts to land, living, or cultural resources will be experienced;
- The public infrastructure is in place to support the proposed action. The increase in demand associated with future development (irrespective of the casino) will likely require expansion of the waste water system and, eventually, an upgrade of one roadway intersection. (Sections 4.6.2.5 and 4.7.4);
- The housing market is strong and stable. It is expected that the private market, in conjunction with public plans and regulations, will provide the housing needed to accommodate the small percentage of additional workers who may move into the vicinity;
- City, county and state services are adequate to protect public health and safety. Potential increase in demands for public services (i.e., police) are addressed through the AGS;
- Noise and light impacts on Camp St. Croix are minimized by setbacks, existing vegetation, and previously constructed berms. The 65-decibel noise contour predicted from the 2000 Noise Study indicates that no noise impacts are expected at the camp activity areas. In addition, project proponents have indicated a willingness to extend the berm along C.T.H. F;
- Potential noise and lighting impacts to other surrounding areas would be buffered by the distance to potentially affected receptors;
- The existing permit for indirect air pollution sources is valid and adequate for the parking lot. The proposed action will not result in additional air pollution discharges in excess of the air standards. The results of the air quality impact assessment indicated that, with or without the casino, the CO standard would potentially be exceeded at one intersection in 2010 due to increased traffic associated with future development plans in the area;
- The traffic analysis indicates that traffic associated with the proposed action would not result in a level of service issue, except under a future scenario at one intersection in 2020 assuming all future development occurs. With minimal improvements, which could be made at a cost of less than \$100,000, an acceptable level of service could be assured; and
- The amount of off-site growth that third parties can be expected to develop in response to the proposed casino would be small relative to the growth planned and forecast for the vicinity.

In summary, the proposed casino is sited in a location that will continue to experience a great amount of commercial, industrial and residential growth. All of that growth will occur, with or without the casino, within the framework of plans and investments by city, county and state agencies. Localized impacts, most notably on the wastewater and road systems, that result from cumulative growth can be accommodated through improvements to those systems.

The Tribes' share of the financial burden on the local governments to accommodate the expected growth is accounted for in the AGS. Revenue allocated through the AGS has historically been (and is anticipated to be in the future) several times the tax revenue without the casino. In addition, as reflected by the AGS, the Tribes have agreed to operate the casino in accordance with local codes and ordinances.

Based on the Tribes' consideration of other business alternatives that either were tried or rejected, the proposed action is the best and most viable alternative to meet the needs of the Tribes. The increased employment, increased revenues, and potential increased economic development opportunities associated with the proposed action would substantially benefit the Tribes. The estimated net income available for distribution to the Tribes represents a major increase over their existing annual budgets. These increased monies will be used, in part, to fund social service programs, including education, healthcare, housing and infrastructure.

#### **4.11 ENVIRONMENTAL CONSEQUENCES OF NO ACTION ALTERNATIVE**

The No Action alternative considers no development of the casino at the St. Croix Meadows property. The environmental consequences under the no action scenario, therefore, would include an evaluation of impacts to the environment that would ensue from the reasonable current and future use of the property other than as a casino. The dog track operation is a viable ongoing use of the property with the casino in place. However, without the casino it is highly probable that a more valuable use of the property would be developed, given the property size and location. A citizens group in Hudson identified the potential reuse as early as 1995 (see Better Future for Hudson, 1995 in Attachment 6), in which a mixed community of business and residential development was considered.

The continued use of the property as a dog track would have minimal environmental consequences related to traffic, air pollution, water use, wastewater use, noise, and light. However, from a socioeconomic standpoint there would be considerable impact to the applicant Tribes, as they would derive no economic or social benefits from the project since they are not partners in the current dog track venture.

The reuse of the property for non-casino purposes is difficult to project at this time; however, based on the size of the property, it is reasonable to assume that development would include a mix of residential, commercial and retail businesses. All of these development uses would have environmental consequences similar to those projected for the casino; that is, traffic would be increased on C.T.H. F and FF, and along the Carmichael Road corridor; air pollution from traffic would increase; water and wastewater use would expand; and, noise and light changes could impact Camp St. Croix. These changes would likely have environmental consequences similar to or greater than the proposed casino's. In addition, the same socioeconomic impacts to the



applicant Tribes would be felt as in the continuing dog track scenario. Namely, the Tribes would derive no economic or social benefits from the project, and their needs, as stated in this EA, would not be met.

Mitigation measures are required to reduce or eliminate significant impacts identified in the Environmental Assessment process. Based on the findings presented in this EA, no significant impacts as a result of the proposed project were identified. Therefore, no mitigation measures are required.

The Tribes, through the AGS, have agreed to make substantial payments in exchange for increased demand for infrastructure and community services that will be required by the facility. Based upon the 1999 tax assessments, these payments are projected to be approximately five (5) times the property taxes that would otherwise be assessed against the site. The AGS, therefore, ensures that the potential financial impacts to the City or County will be minimized.

## SECTION SIX

## Consultation and Coordination

This section contains a list of agencies, organizations, and individuals from federal, state and local agencies or organizations consulted during the preparation of this EA. References are provided in Section 7.0.

Name of Contact	Title	Agency/Organization
Sheldon Johnson		Bonestroo, Rosene, Anderlik & Associates
Dennis Postler		Bonestroo, Rosene, Anderlik & Associates
John Duntley	V.P. Camping Services	Camp St. Croix
Ann Jaeger		Camp St. Croix
Dennis Darnold	Director of Community Development	City of Hudson
Dave Krupich		City of Hudson
Jim Schreiber	Wastewater Superintendent	City of Hudson
Peter Nauth	Agricultural Impact Analyst	Dept. of Agriculture, Trade, & Consumer Protection
James Schlender	Exec. Administrator	Great Lakes Indian Fish and Wildlife Commission
Robert Boszhardt	Regional Archaeologist	Mississippi Valley Archaeology Center, Inc.
Steve Johnson	River Management Supervisor	Mn DNR
Gary Montz	Exotic Species Specialist	Mn DNR
Dave Buss		MnDOT
Brian Sorenson		Scott County Public Works
Jeff Durkee		St. Croix County Highway Department
Jean Wilson		St. Croix Marina
Ron Geier	General Manager	St. Croix Meadows Racing Park
Char Hauger	Chief of the Regional Branch	U.S. Army Corps of Engineers
Martha Robinsin	FOIA Officer	U.S. EPA - Region 5
Janet Smith	Ecologist	U.S. Fish and Wildlife Service
Joel Trick		USFWS

## SECTION SIX

## Consultation and Coordination

Name of Contact	Title	Agency/Organization
Kris Belling	Wildlife Manager for St. Croix County	Wisconsin DNR - Bureau of Endangered Species
Ron Benjamin		Wisconsin DNR - Bureau of Endangered Species
Cathy Bleser	Specialist in Bureau of Endangered Resources	Wisconsin DNR - Bureau of Endangered Species
Tom Woletz	Regional Leader	Wisconsin DNR - Bureau of Air
Helen Kitchel		Wisconsin DNR - Bureau of Endangered Species
Brad Johnson		Wisconsin DNR – Watershed Management
Chip Brown	Compliance Coordinator	Wisconsin State Historical Society - SHPO
Terry Pederson		WisDOT - District 6
Dale Schaul		WisDOT
Cynthia Ball		WisDOT

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